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# DEPARTMENT OF DEFENSE REPROGRAMING, 1965

HEARINGS  
BEFORE THE  
SUBCOMMITTEE OF THE  
COMMITTEE ON APPROPRIATIONS  
UNITED STATES SENATE  
EIGHTY-NINTH CONGRESS  
FIRST SESSION  
ON  
DEPARTMENT OF THE ARMY  
Special Training Enlistment Program (STEP)

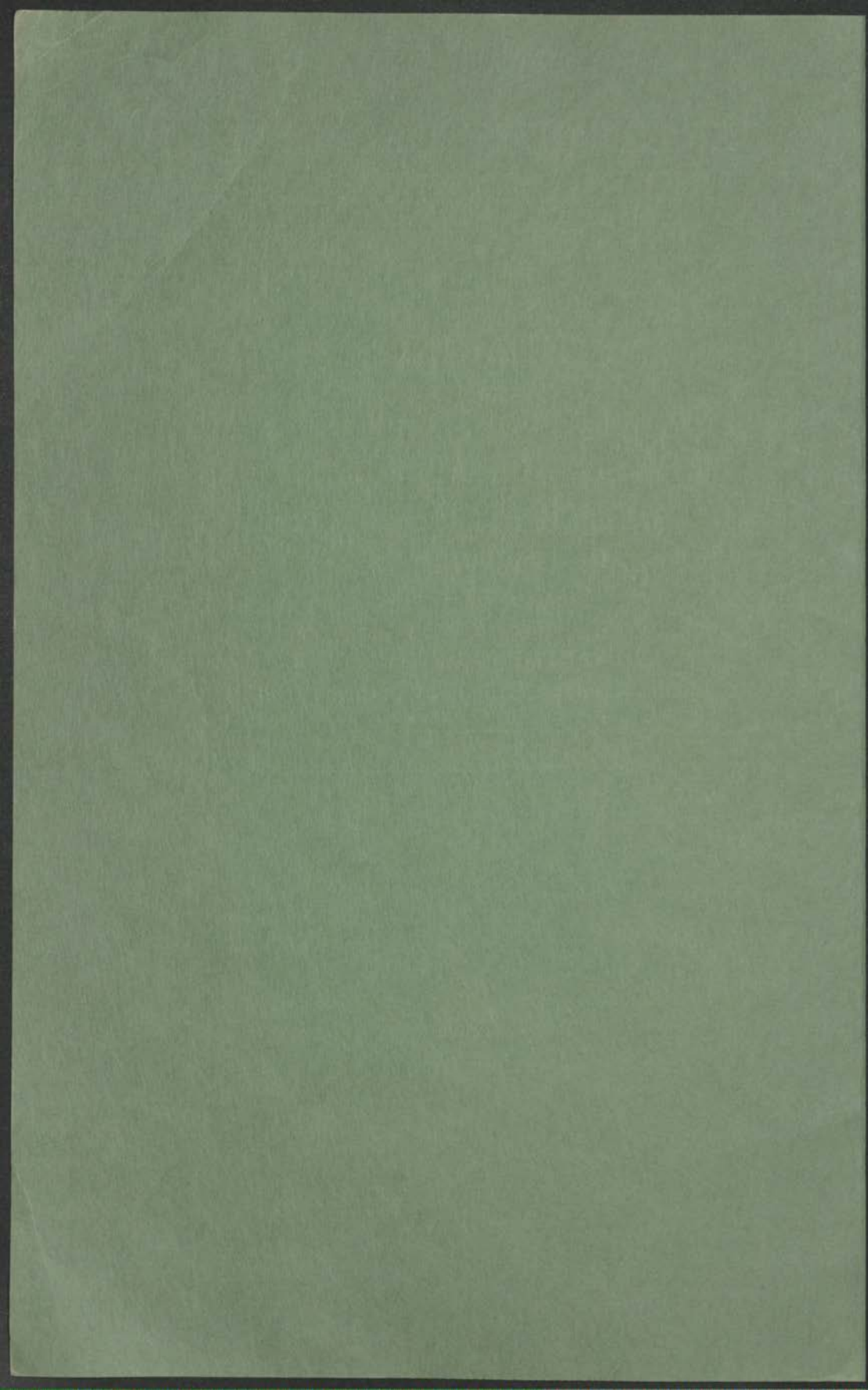
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# DEPARTMENT OF DEFENSE REPROGRAMING, 1965

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## HEARINGS BEFORE THE SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS UNITED STATES SENATE EIGHTY-NINTH CONGRESS FIRST SESSION ON DEPARTMENT OF THE ARMY Special Training Enlistment Program (STEP)

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Printed for the use of the Committee on Appropriations



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## DEPARTMENT OF DEFENSE REPROGRAMING, FISCAL YEAR 1965

TUESDAY, JANUARY 26, 1965

U.S. SENATE,  
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,  
*Washington, D.C.*

The subcommittee met at 10 a.m., pursuant to call, in room 1224, Senate Office Building, Hon. Richard B. Russell (chairman of the subcommittee) presiding.

Present: Senators Russell, Hayden, Mansfield, Saltonstall, and Allott.

### DEPARTMENT OF THE ARMY

#### REPROGRAMING, FISCAL YEAR 1965

STATEMENTS OF HON. STEPHEN AILES, SECRETARY OF THE ARMY;  
GEN. CREIGHTON W. ABRAMS, JR., VICE CHIEF OF STAFF, U.S.  
ARMY; MAJ. GEN. B. F. TAYLOR, DIRECTOR OF ARMY BUDGET,  
OFFICE, COMPTROLLER OF THE ARMY; BRIG. GEN. LLOYD B.  
RAMSEY, DEPUTY COMMANDING GENERAL, FORT LEONARD  
WOOD, MO.; AND TILTON DAVIS, JR., DIRECTOR OF EDUCATIONAL  
DEVELOPMENT, 5TH U.S. ARMY

#### SPECIAL TRAINING ENLISTMENT PROGRAM

Senator RUSSELL. The committee will come to order.

On August 13, 1964, the Department of Defense announced the initiation of the Army's special training and enlistment program, referred to as STEP. In this announcement, the STEP program was described as:

\* \* \* an experimental program of military training, education, and physical rehabilitation for men who cannot meet current mental or medical standards for regular enlistment in the Army.

Inasmuch as this program had not been presented to the Congress, the Committee on Appropriations of the Senate stated in its report on the supplemental appropriations bill, 1965:

\* \* \* It is assumed by the committee that the Department of Defense, prior to using funds available to the Department for this program, will submit a "prior approval" request under the established reprogramming procedures in order that this program may be thoroughly reviewed by the committee.

The Department of Defense did submit such reprogramming requests on December 12, 1964.



## REPROGRAMING REQUESTS

These reprogramming requests, along with the letter of transmittal, will be included in the record at this point.

(The material referred to follows:)

THE DEPUTY SECRETARY OF DEFENSE,  
Washington, D.C., December 12, 1964.

HON. RICHARD B. RUSSELL,  
Chairman, Department of Defense Subcommittee,  
Committee on Appropriations,  
U.S. Senate.

DEAR MR. CHAIRMAN: In accordance with established reprogramming procedures, your approval is requested for the enclosed reprogramming actions within the appropriations "Military personnel, Army" and "Operation and maintenance, Army."

These reprogramming actions relate to the initiation of the special training and enlistment program (STEP) in fiscal year 1965. Plans for the STEP program provide for the acceptance of the first volunteers for the program about April 1, 1965, with 3,750 trainees to be in training by June 30, 1965. Trainees will then increase to 5,900 by December 31, 1965, with a planned end strength of 8,000 trainees on June 30, 1966. At no time during this period will the total number of trainees exceed 10,000.

In view of the preparatory actions necessary to permit the acceptance of the first STEP volunteers on April 1, 1965, I would appreciate your early consideration and approval of the proposed reprogramming actions.

There is also attached for your information a list of minor construction projects to be financed in fiscal year 1965 which are required to support the STEP program. Representatives of the Department of the Army will be available at your request to provide additional information as may be desired.

Sincerely,

CYRUS VANCE.

## REPROGRAMING ACTION—MILITARY PERSONNEL, ARMY

## Reprogramming increases

[In thousands of dollars]

Line item	Program base reflecting congressional action	Program previously approved by the Secretary of Defense	Reprogramming action	Revised program
Fiscal year 1965 program:				
1. Pay and allowances of officers.....	1,017,700	1,017,700	+36	1,017,736
2. Pay and allowances of enlisted personnel.....	2,615,700	2,615,700	+578	2,616,278
3. Subsistence of enlisted personnel.....	336,800	336,800	+67	336,867
4. Permanent change of station travel.....	326,400	326,400	+212	326,612
5. Other military personnel costs.....	4,700	4,700	+1	4,701
Total program increases.....			+894	

NOTE.—Modified to reflect revised cost of fiscal year 1965 STEP program.

Explanation: The increases, totaling \$894,000 are required to place in operation the special training and enlistment program (STEP), an experimental program of military training, education, and physical rehabilitation for men who cannot meet current mental or medical standards for regular enlistment in the Army. The Army has, in recent years, turned down many volunteers for enlistment because of their failure to meet established physical or mental standards. The STEP program will permit that portion of the group whose deficiencies are correctable within a reasonable period of time to qualify for service in the Army. It will also give the Army a background of experience in devising effective techniques for making optimum use of the potential of individuals with corrective physical or educational deficiencies in case of mobilization.



The increase in trainees and trainors will be in addition to the Army's authorized programed strength and, therefore, will not require absorption.

*Reprogramming decreases*

[In thousands of dollars]

Line item	Program base reflecting congressional action	Program previously approved by the Secretary of Defense	Reprogramming action	Revised program
Fiscal year 1965 program:				
6. Subsistence of enlisted personnel.....	336,800	336,867	-894	335,973
Total program decreases.....			-894	

Explanation: The decreases, totaling \$894,000 are attributable to the accelerated phaseout of the additional military spaces authorized for testing air mobility concepts. The phaseout was originally programed to be accomplished subsequent to June 30, 1965; the acceleration provides for phaseout in the last quarter of fiscal year 1965, thus permitting the program decreases shown above. The change in the program relating to the phaseout of the testing of the air mobility concept has no connection with the development of the STEP concept. No action is contemplated which would reinstate these program reductions in subsequent fiscal year 1965 reprogramming actions.

9. Net change in program: None.

REPROGRAMMING ACTION—OPERATION AND MAINTENANCE, ARMY

*Reprogramming increases*

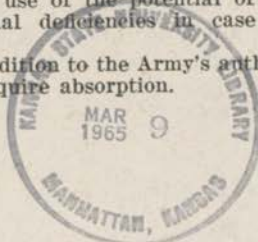
[In thousands of dollars]

Line item	Program base reflecting congressional action	Program previously approved by the Secretary of Defense	Reprogramming action	Revised program
Fiscal year 1965 program:				
1. Operating forces—Budget program 2000.....	1,261,580	1,261,580	+1,433	1,263,013
2. Training activities—Budget program 2100.....	219,925	219,925	+46	219,971
3. Central supply activities—Budget program 2200.....	854,225	854,225	+8	854,233
4. Medical activities—Budget program 2400.....	176,200	176,200	+339	176,599
5. Army-wide activities—Budget program 2500.....	559,080	559,526	+418	559,944
Total program increases.....			+2,244	

NOTE.—Modified to reflect revised cost of fiscal year 1965 STEP program.

Explanation: The increases, totaling \$2.2 million, are required to place in operation the special training and enlistment program (STEP), an experimental program of military training, education, and physical rehabilitation for men who cannot meet current mental or medical standards for regular enlistment in the Army. The Army has, in recent years, turned down many volunteers for enlistment because of their failure to meet established physical or mental standards. The STEP program will permit that portion of the group whose deficiencies are correctable within a reasonable period of time to qualify for service in the Army. It will also give the Army a background of experience in devising effective techniques for making optimum use of the potential of individuals with correctable physical or educational deficiencies in case of mobilization.

The increase in trainees and trainors will be in addition to the Army's authorized programed strength and, therefore, will not require absorption.



*Reprogramming decreases*

[In thousands of dollars]

Line item	Program base reflecting congressional action	Program previously approved by the Secretary of Defense	Reprogramming action	Revised program
Fiscal year 1965 program:				
6. Operating forces—Budget program 2000.....	1,261,580	1,263,013	-1,433	1,261,580
7. Training activities—Budget program 2100.....	219,925	219,971	-46	219,925
8. Central supply activities—Budget program 2200.....	854,225	854,233	-426	853,807
9. Medical activities—Budget program 2400.....	176,260	176,599	-339	176,260
Total program decreases.....			-2,244	

Explanation: The decreases, totaling \$2.2 million, are attributable to the accelerated phaseout of the additional military spaces authorized for testing air mobility concepts. The phaseout was originally programmed to be accomplished subsequent to June 30, 1965; the acceleration provides for phaseout in the last quarter of fiscal year 1965, thus permitting the program decreases shown above. The change in the program relating to the phaseout of the testing of the air mobility concept has no connection with the development of the STEP concept. No action is contemplated which would reinstate these program reductions in subsequent fiscal year 1965 reprogramming actions.

10. Net change in program: None.

## RECRUIT TRAINING (STEP PLAN) ARMY

*Appropriation: Military construction, Army, 1965—Budget program: Minor construction*

Installation	Project	Amount
Fort Bliss, Tex.....	Alterations to general instruction building.....	\$48,000
	Construction of training facilities other than building.....	138,000
	Alterations to supply rooms.....	57,000
	Alterations to dispensaries.....	65,000
	Alterations to administration facilities.....	179,000
	Alterations to barracks.....	198,000
	Alterations to messhalls and dayrooms.....	74,000
	Alterations to community facilities and chapels.....	27,000
Subtotal.....		784,000
Fort Polk, La.....	Construction of range facilities.....	194,000
	Construction and conversion of training buildings.....	94,000
	Construction of water well.....	68,000
Subtotal.....		356,000
Fort Leonard Wood, Mo.....	Alteration of mobilization buildings.....	186,000
Total.....		1,326,000

NOTE.—Fund availability: These projects will be financed with fiscal year 1965 military construction, Army funds appropriated for minor construction.

## PRESENTATION OF WITNESSES

Senator RUSSELL. The committee is pleased to have the Secretary of the Army, the Honorable Stephen Ailes, Brig. Gen. Lloyd B. Ramsey, Mr. Tilton Davis, and Gen. Creighton W. Abrams, Jr., Vice Chief of Staff of the Army, present this morning to discuss the STEP program.



The Secretary advises me that they have four very short statements and that they would like to conclude these statements before questions are asked. They have assured me that all four of them will not take over 20 minutes. If there is no objection, we shall let him proceed in that fashion.

You may proceed, Mr. Secretary.

#### STATEMENT OF SECRETARY AILES

Secretary AILES. Thank you, Mr. Chairman.

We are, of course, very happy to comply with the committee's request with respect to submitting this matter for prior approval and have, as you have stated, filed the necessary reprogramming documents with the committee. We very much appreciate your calling this hearing this morning in order to review this matter.

We are here today to discuss and explain, and to request your approval of, the Army's plan for a special training and enlistment program, or as we call it, the STEP program.

#### STEP PROGRAM DEFINED

Basically, the STEP program is a program under which we will give educational training or medical treatment to some of the volunteers for enlistment in the Army who are now being turned away because they do not meet Army enlistment standards. If the extra training or treatment brings a man up to the enlistment standards, he will then serve out the balance of a 3-year tour; if a man fails to achieve our standards, he will be discharged.

#### PURPOSE OF STEP PROGRAM

The purpose of the STEP program is to increase the number of volunteers accepted by the Army without lowering our standards. Volunteers, by definition, wish to serve in the Army; they serve a longer tour than draftees; they enlist for 3 years instead of 2; and they have a much higher reenlistment rate. Thus, increasing the number of volunteers reduces personnel turbulence, reduces the number of men, that is, the portion of the Army, in basic training and thus strengthens the Army. For every volunteer accepted in the Army, one less man is brought into the Army by the draft. Many draftees make good soldiers. But, as between the man who wants to serve and the man who does not, all else being equal, we should certainly take the one who wants to serve.

#### CORRECTIBLE EDUCATIONAL OR PHYSICAL DEFICIENCY

There should be some way that a man can serve in the Army who wants to do so and is prevented from doing so by a readily correctible educational or physical deficiency. STEP is designed to provide the way.

During fiscal year 1964, over 181,000 young men volunteered for enlistment in the Regular Army. About 111,200 met all mental, physical, and moral standards.

Of the 69,900 who were rejected, 700 failed because they could not meet moral standards or because they lacked both mental and physical minimum qualifications.



The STEP program is aimed at the remaining group of about 69,000. However, not all of that group is eligible.

There were 12,600 volunteers in fiscal year 1964 who passed all other standards but were medically disqualified. We estimate that some 900 of these men had readily correctible physical deficiencies and could qualify for the STEP program.

Of the 56,600 volunteers who were turned down last year because their mental test scores were too low, about 41,000 scored high enough for entrance into the STEP program.

The chart behind me shows this breakdown in graphic form.

(The chart referred to follows:)

DISPOSITION OF FY64 APPLICANTS FOR ENLISTMENT			
 TOTAL EXAMINED ACCEPTED FOR ENLISTMENT TOTAL REJECTED	181,100		
	111,200		ELIGIBLE FOR STEP
	69,900		
TOTAL REJECTED 	ADMINISTRATIVE (MORAL, MENTAL & MEDICAL)	700	
	MEDICAL	12,600	900
	MENTAL	56,600	41,000
			TOTAL 41,900

#### STANDARDS FOR ADMISSION TO STEP PROGRAM

Secretary AILES. Thus, the total pool of STEP eligibles among last year's applicants would have been about 41,900 men. We anticipate that a similar number of eligibles will volunteer for the Army each year in the next few years, and from that number each year we propose to enlist about 15,000 men for the STEP program. Our experience under the program will tell us whether a larger or smaller number of STEP trainees will best fit in with the Army's manpower needs.

I would like to be quite specific about the standard we intend to apply for admission to this program.

#### MEDICAL STANDARDS

First of all, on the medical side, some otherwise mentally and morally qualified volunteers are prevented from enlisting by a single unfitting but remedial condition. The unfitting condition must be correctable



within approximately 6 weeks if the man is to be accepted in this program, after which the individual has to measure up to the same medical fitness standard which all other enlistees and inductees meet.

There is at least one exception to that. There are some men who are underweight or are overweight who can be brought to full compliance with our medical standards, but it might take a little longer than 6 weeks. No one will be enlisted in the STEP program unless the doctors are confident that he can be brought up to regular physical standards, and no one will be retained in the program or in the Army if it turns out that he cannot meet those standards.


#### MORAL STANDARDS

The moral standards for entrance into this program are exactly the same as those applicable to all other enlistees. STEP is not a moral rehabilitation program at all; rather, it is a program for young men who can be brought up to full enlistment standards by a modest investment in corrective surgery or extra educational training.

#### MENTAL STANDARD

The mental standard which Army enlistees must meet today is based on the score achieved on the Armed Forces qualification test, or AFQT, the examination used by all services to predict military trainability. Every recruit for any of the services takes this test. Basically, our present enlistment standard in the Army is an AFQT percentile score of 31 or better, which simply means that the bottom 30 percent of the young men of the Nation are not eligible to enlist in the Army, as you can see on the chart behind me.

(The chart referred to follows:)

 <b>AFQT MINIMUM SCORES FOR STEP, ENLISTMENT AND INDUCTION</b>		
<b>STEP</b>	<b>REGULAR ENLISTMENT</b>	<b>INDUCTION</b>
<b>15-30 (INCLUSIVE)</b>	<b>31 OR IF APPLICANT IS A HIGH SCHOOL GRADUATE AFQT 21-30 (INCLUSIVE) PLUS 3 APTITUDE AREA SCORES OF 90 OR ABOVE.</b>	<b>31 OR AFQT 10 PLUS A GENERAL TECH- NICAL (GT) APTI- TUDE AREA SCORE OF 80 OR ABOVE PLUS 2 APTITUDE AREA SCORES OF 90 OR ABOVE.</b>

#### HIGH SCHOOL GRADUATES

Secretary AILES. We do make exceptions in the case of high school graduates who are in the AFQT 21 to 30 range if they score well enough on the Army qualification battery of aptitude tests. Further-

more, for years we have accepted draftees with AFQT scores as low as 10. For almost 2 years now, we have required a draftee to achieve the AQB results shown on this chart. That is, he has to get at least an 80 in what we call the GT or general technical test, and that roughly equates to an AFQT score of 21

#### DRAFTEE STANDARDS

During the last 3 years, we have taken in about 91,000 draftees whose test scores fell below the current minimum scores for enlistment in the Army.

For the STEP program, we propose to accept men with AFQT scores in the range of 15 to 30, which is higher than the old draft minimum standard, but lower than our regular enlistment standard.

#### MEDICAL CORRECTIVE TREATMENT

After a man has been accepted in this program, he will be sent to Fort Leonard Wood, in Missouri. If he is one of the comparatively small number whose deficiency is medical, and as I pointed out, there are only about 900 of those men a year who would be eligible, he will receive corrective treatment. As soon as he can pass the regular physical examination, and as mentioned earlier this will ordinarily be within 6 weeks, he will proceed with basic and advanced individual training and will serve the balance of the 3-year tour just like the typical Regular Army enlistee. How much of his recruit training will be given at Fort Leonard Wood will depend on the circumstances in each particular case. Most of the STEP trainees will be in the program not because of medical defects, but because their mental test scores do not come up to the regular enlistment standard. For the most part, the low scores of the kind of young men we are talking about are attributable to educational deficiencies rather than the lack of innate ability.

#### CORRECTION OF EDUCATIONAL DEFICIENCIES

We propose to correct those educational deficiencies by daily instruction in subjects like English, arithmetic, social studies, and science. At the same time, the trainees will be going through basic combat training; the regular 8-week course which we give in a normal training center will be stretched out to 14 weeks because of the time spent in the classroom at Leonard Wood.

Brig. Gen. Lloyd Ramsey, on my left, is the officer who we have designated to be in charge of the STEP program at Fort Leonard Wood. He will, in a moment or two, outline for you among other things the program we propose for trainees who do not achieve enlistment standards at the end of this 14 weeks BCT because some will not be able to meet the educational requirements after 14 weeks of schooling.

#### BASIC TRAINING

There are, however, two points I would like to emphasize in connection with the extra training provided through the STEP program.

First, the regular recruit basic training program takes 8 weeks. The typical STEP basic training and educational program will take 14 weeks. Thus, what we are talking about is a 6-week stretchout in



the initial training which would otherwise be received. For that investment of 6 extra weeks, we expect to obtain a high percentage of fully qualified, highly motivated volunteers. These men will serve in the Army for a 3-year tour in the place of an inductee who has only a 2-year obligation and who in many cases, himself, could not meet our enlistment standards.

#### ARMY EDUCATIONAL DEVELOPMENT PROGRAM

The second point is that the general educational development program is not a new concept in the Army; rather, it has existed in varying forms since the early part of World War II and for the last 6 or 8 years we have had, at hundreds of Army installations, all over the world I might add, what I think is a remarkably successful program to raise the educational level of our soliders. This has included formal classroom training in exactly the same kinds of subjects which STEP trainees will study, aimed at exactly the same kind of soldier, with marginal test scores and a limited civilian educational background.

We know from experience that we can teach these men and improve their productivity and understanding. Later on, Mr. Tilton Davis, who is also here on my left, who is the Director of Education at Headquarters, 5th Army, and who is organizing the educational portion of the STEP program, will show you the dramatic improvement in aptitudes which have been achieved by the Army general educational and development program. We expect similar improvement among the STEP trainees.

#### EVALUATION BY HUMAN RESOURCES RESEARCH OFFICE

To obtain the maximum benefit from the STEP program, appropriate continuing research will be conducted by the Human Resources Research Office, which is an Army agency by contract with George Washington University which does a lot of work in our training centers right now, and the U.S. Army Personnel Research Office. It will include followup evaluation of on-the-job performance of trainees who successfully complete the program.

#### ADDITIONAL MANPOWER REQUIREMENT

Obviously, there are manpower and money costs associated with the STEP program. As for the manpower, the Army needs an increase both in civilian and military strength in order to accommodate the training load and to provide the necessary teachers, trainers, and overhead support. In other words, the STEP program should be conducted with new manpower resources, not at the expense of existing programs.

#### ADDITIONAL FUNDING REQUIREMENT

As for the money, we submitted a \$7.4 million fiscal 1965 reprogramming action to you. This reprogramming action assumed an April 1, 1965, starting date. Now our target date is May 31, and consequently, the amount of money to be reprogrammed to STEP in this fiscal year has fallen to \$3.1 million. It is obviously a function of the starting date.

For fiscal year 1966, if the program is approved, the cost will be about \$31.3 million.

## CONCLUSION

It has been my purpose to describe STEP in general terms and to explain why we think it is a program upon which it makes sense for the Army to embark. If it is agreeable with you, Mr. Chairman, General Ramsey and Mr. Davis will follow me in order to fill in the details on just how STEP will be managed, and the Vice Chief of Staff, Gen. Creighton Abrams, will conclude our formal presentation this morning with his comments.

## ARMY ENLISTMENT

Before General Ramsey begins, however, I wish to reemphasize what I said earlier. If a young man wants to join the Army and only a correctable medical or educational deficiency bars his enlistment, then there ought to be a way in which he can serve. The STEP program is designed to provide that way. I should add that we have studied this project intensively, and are convinced that this is, from the Army's point of view, a useful and a desirable project.

Senator RUSSELL. Senator Mansfield has an appointment which it is necessary for him to fill before 11 o'clock. He has some questions he wishes to ask. In view of his vast responsibilities as majority leader, we shall now defer to him, Mr. Secretary, if you do not object. Senator Mansfield will propound some questions to you at this time.

Senator MANSFIELD. Thank you, Mr. Chairman.

I have followed the Secretary's statement with interest, and I do have some questions which I would like to propound.

I note, for example, on page 1 of your testimony, you referred, in addition to educational training, to medical treatment for these volunteers which you are considering training to meet existing Army enlistment standards. Is that correct?

Secretary AILES. Yes, sir.

## TIME REQUIRED FOR ENLISTMENT STANDARD ATTAINMENT

Senator MANSFIELD. On that same page, you say:

If the extra training or treatment brings a man up to the enlistment standards, he will then serve out the balance of a 3-year tour.

How long will it take before you will know that he is brought up to enlistment standards?

Secretary AILES. Sir, the time will, of course, vary in each case. We do not expect it will take anybody other than a man who is overweight or underweight, if that is his deficiency, it might take longer than 6 weeks, but other than those cases, we don't expect to take anybody in that we can't correct within 6 weeks.

If it is dental, or something like that so that he can go ahead and perform basic training, he might be in basic training right at Leonard Wood during all the period he is getting his treatment. In other situations he won't be in basic training during treatment. That is why the statement says the length of time varies with the circumstances in each case.



## DISCHARGE AS VETERAN

Senator MANSFIELD. In the same paragraph you say, and I quote, "If a man fails to achieve our standards, he will be discharged." As a veteran?

Secretary AILES. Yes, sir. As we interpret the law, these men enlist in the Army when they come into the program. They enlist in the Army under an arrangement by which we may cut off that tour very rapidly. Enlistment is tentative from the point of view of what our commitment to them is with respect to length of service; but they do become veterans when they enlist.

Senator MANSFIELD. His enlistment may be tentative, but his status as a veteran, if he serves only 1 day, is actual.

Secretary AILES. That is correct.

## ELIGIBILITY FOR VETERANS BENEFITS

Senator MANSFIELD. He becomes eligible for admittance to a veterans hospital on the same basis as other veterans?

Secretary AILES. Well, there is a long list of benefits that stem from this. A smaller number of them require something like 90 days' service, but the bulk of them are rights which attach the minute a man enters the Army.

Senator MANSFIELD. In other words, he gets the same rights as a veteran who has served 5, 6, 10, 15, or 20 years, even if he serves a day?

Secretary AILES. Not quite, sir. I don't believe that is correct. Rights do vary in some degree with the length of service.

Senator MANSFIELD. Your answer in the beginning was, "Yes," he would become a veteran. I would like a definite answer. Is he a veteran if he serves only a day, week, or month?

Secretary AILES. The answer to that question is absolutely yes. But I say where I draw back is on the proposition that he gets the same rights as a man who serves 10 or 15 years, because some of the veteran's rights and his entitlements depend on the length of service, but he is definitely a veteran.

Senator MANSFIELD. And he is entitled to admittance to Veterans' Administration facilities on the same basis as most other veterans.

Secretary AILES. I believe that is correct, sir.

## DISCIPLINARY PROBLEMS

Senator MANSFIELD. I note on page 4 you say:

For the STEP program we propose to accept men with AFQT scores in the 15 to 30 range, higher than the old draft minimum standards, but lower than our regular enlistment standards.

Isn't it correct that only last year General Wheeler, Chairman of the Joint Chiefs of Staff, advised this committee that the Army's disciplinary problems had been to a large degree solved by raising the standards of individuals taken into the Army?

Secretary AILES. I would be quite sure he did, sir. I was probably with him at the time. I know that we have both made the statement repeatedly.

I have some interesting statistics here which show that the reduction in the number of category IV's in the Army is paralleled by a substantial reduction in the population in the detention barracks in the Army.

Senator MANSFIELD. Now, Mr. Secretary, at that same meeting General Wheeler went on to say that 95 percent of the people who inhabited the stockades and disciplinary barracks came from the lower mental group. Do you feel that the STEP program is taking us right back to the old situation?

Secretary AILES. Not at all, sir. Obviously, if I did, I would want no part of it. What we are doing here is attempting to remedy the educational deficiency which is responsible to a considerable degree for the behavioral characteristics that have existed in these lower categories in the past.

#### STATUTORY AUTHORIZATION FOR PROGRAM

Senator MANSFIELD. Now, Mr. Secretary, is it the view of the Department of Defense and of the Army that you do not need specific statutory authorization for this program?

Secretary AILES. Yes, sir.

Senator MANSFIELD. You do not need a bill.

Secretary AILES. I do not believe we do, sir.

Senator MANSFIELD. You are anticipating starting the program somewhere around next April or May?

Secretary AILES. Yes, sir.

Senator MANSFIELD. On the basis of your testimony.

Secretary AILES. Yes, sir. We are talking about the end of May.

Senator MANSFIELD. Will the trainees in the STEP program be included in the total strength of the Army?

Secretary AILES. Yes, sir.

#### VETERANS MEDICAL BENEFITS

Senator MANSFIELD. In those instances where an individual comes into the STEP program because of a physical disability—I am repeating some of these questions and I have a reason—and he is later given a disability discharge, will he be entitled to Veterans' Administration medical benefits?

Secretary AILES. If I understand the question correctly, sir, the answer is "Yes."

Senator MANSFIELD. It is my understanding that for a veteran to be entitled to unemployment compensation he must have served continuously for a period of 90 days. Does your program provide for an evaluation of the individuals in the STEP program prior to their completing 90 days' service?

Secretary AILES. We are aware of that problem, sir. I mentioned the fact that some benefits do hinge on the 90 days of service. We are aware of that and we do intend to keep that in mind. General Ramsey, as the officer in charge of this program, will have the authority to remove from it anybody who is just not going to make the grade, in his judgment. The 90-day problem will be a matter that he keeps before him.



## RELOCATION OF REGULAR DRAFTEES AND VOLUNTEERS

Senator MANSFIELD. Now, with respect to the relocation of the basic combat training mission to Fort Polk and Fort Bliss for regular draftees and volunteers, is it true that they will have to be housed in temporary facilities in order to make room for the STEP program at Fort Leonard Wood?

Secretary AILES. I believe for a period of time that is true, sir. Some of them will.

## EDUCATIONAL LEVEL OF STEP VOLUNTEERS

Senator MANSFIELD. What will be the educational level of those individuals taken into the STEP program and what level will you seek to bring them up to?

Secretary AILES. AFQT is a measure of educational level in a sense. The levels that are taken in consist of the men whose grades on that test are between 15 and 30, inclusive. We will bring them up to 31 or beyond before they become eligible to stay in the Army. This is a matter concerning which Mr. Davis will testify at some length here because he has been in this business for the Army. I might say that he has some rather dramatic statistics of the extent to which the educational level of men has been raised by just exactly the type of instruction which these men will be given. If you notice the charts that are with this statement, I think you will see what I mean.

## PROSPECTS ENVISIONED FOR INDIVIDUALS IN PROGRAM

Senator MANSFIELD. Mr. Secretary, in your opinion, what is the future for this individual under the STEP program in the Army?

Secretary AILES. I think his future is very good, sir. In the first place the whole educational effort in the Army produces remarkable results, not only in terms of improving the ability of the man to do his job, but just because the man feels that the Army and, indeed, his Government, has a personal interest in him. I don't know if you are familiar with the U.S. Armed Forces Institute in Madison, Wis., which gives high school and college training to some 250,000 men in the services today. This is one of the greatest things we do. I am confident, myself, that these men not only will want to get this education to get up over the entrance barrier but will want to continue in the educational program thereafter. I think these men are going to make first-rate soldiers for the Army.

## COORDINATION OF STEP PROGRAM WITH OTHER PROGRAMS

Senator MANSFIELD. Now, Mr. Secretary, to what extent have you coordinated the STEP program with the Job Corps administered by the Office of Economic Opportunity and the training centers operated by the Department of Labor?

Secretary AILES. Well, we are, of course, in communication with those people all the time. Principally, we are interested in finding out what they have learned from the sources that they have contacted about how to give the necessary training, what sort of tests are helpful and that sort of thing. But we are in close communication with them to be sure that anything that they develop and discover that will be useful to us is available to us and vice versa.



## ELIGIBILITY FOR UNEMPLOYMENT COMPENSATION

Senator MANSFIELD. If these individuals under the STEP program, and I am going to repeat some questions, are discharged after 90 days, are they entitled to unemployment compensation?

Secretary AILES. I can't answer that question categorically.

Senator RUSSELL. Yes, I can tell you. Yes, they are. If they are released after 90 days they are entitled to unemployment compensation, provided they meet the requirements of the State concerned.

## VETERAN QUALIFICATIONS OF VOLUNTEERS WHO FAIL TO ATTAIN REQUIRED STANDARDS

Senator MANSFIELD. Will those who fail to meet the physical standard within a period of time be discharged and be considered veterans?

Secretary AILES. Yes, sir; whoever has been in this program is a veteran.

Senator MANSFIELD. In view of the probable background of these enlistees with regard to income, isn't it probable that they will be more likely candidates for veterans' care in future years, veterans' medical care?

Secretary AILES. Sir, does the question refer to the people who come in with a medical deficiency? Because I can understand how there might be—

Senator MANSFIELD. Medical, education, and financial deficiencies.

Secretary AILES. As far as financial background is concerned, these men are pretty young; these are men in the 17-, 18-, 19-year-old range, which is where the bulk of our enlistees come from. So, I don't think that many of them have much of a financial background at that point. We expect to select out of the 41,000 eligibles, some 15,000 men. We expect to select men who have some potential. We expect these men to reenlist in the Army. We expect to get a long term of service out of them. I would say that the program is not functioning as it should if we produce a higher percentage of eligibles for unemployment compensation or medical benefits or the like than the Army regularly produces.

## EXCERPT FROM FISCAL YEAR 1966 BUDGET

Senator SALTONSTALL. Mr. Chairman, would the Senator from Montana yield? In view of his questions, I would like to call to his attention one statement, on page 79 of the budget under the title, "Defense-Related Activities," and I say this in view of the Senator's questions, I will read just one sentence. "In addition, 645,000 18-year-olds will be referred for medical and mental testing under the special selective service program initiated last year." I call that to the Senator's attention.

Senator MANSFIELD. I appreciate that very much.

## MEDICAL CARE

Now, Mr. Secretary, if a man enlists from my own State of Montana, for example, is subsequently discharged and requires medical care which he cannot afford or is service connected, where will he receive it?

Secretary AILES. I can't answer that question, sir.

Senator MANSFIELD. The veterans' hospitals?

Secretary AILES. I assume that is how it is normally done, but I am not familiar with the location of the veterans' hospitals or how that problem is handled.

Senator MANSFIELD. If there are any in the vicinity in which he happens to live, especially if he comes from a sparsely populated but huge geographical area. Is this the only way to get manpower on a voluntary basis for the Army?

Secretary AILES. No, sir. I would like to make it very clear that we are enlisting—well, we have a chart up here—111,000 men each year against the highest enlistment standards of any of the 4 services. I suppose we could increase that number by greater recruiting efforts or conceivably by military pay increases or otherwise; I don't know. But I do know that we are turning away some 69,000 men a year, 41,000 of whom have deficiencies which we think are correctable. We think that it is a great waste not to make a way for those men to serve in the Army if they can do so. I would like to make very clear, that some 110,000 men are enlisting in the Army each year right now.

#### SOCIAL ASPECTS OF PROGRAM

Senator MANSFIELD. You have made that clear in your testimony, Mr. Secretary. In your opinion, is this a social program?

Secretary AILES. I think this program has social benefits in the sense that any educational program has social benefits. But I am interested in this program as a way of increasing the number of volunteers in the Army. We get quite a benefit out of the longer tour of service. The longer period of service lessens the number of men; i.e., the portion of the Army we have in recruit training at any one time and increases the number of men we have available for units against any given Army strength. This is a matter of great importance to me.

#### ARMY STANDARDS MAINTAINED

Senator MANSFIELD. In your opinion, this will not lower the standards of the Army?

Secretary AILES. No, sir. I think this is the way to protect the standards of the Army.

Senator MANSFIELD. Well, Mr. Chairman, all I have got to say is that I think that this is a program which ought to be gone into with great care. I would hope that consideration would be given to what I think is a long, overdue military pay raise to get the type of people we need in the armed services nowadays, a pay raise which, I think, has been minimal, to put it mildly, as far as the past two pay raises are concerned and certainly are not to be compared with the pay raises given civilian employees in the Government. I would hope, Mr. Secretary, speaking as one member of this particular subcommittee, that the question of a pay raise would be given the most serious consideration by Secretary McNamara and all the Defense Department because I think that in this way you will get the type of people you should have, that you must retain, and you will do it on the basis of economy and not on the basis of having to train and retrain and retrain people for posts year after year after year. To me, it would be a very good move in the field of economy and would bring about the type of



permanent Army structure which I am sure, Mr. Secretary, that you and all your colleagues desire.

Thank you, Mr. Chairman.

Senator SALTONSTALL. Would the Senator yield for an observation?

Senator MANSFIELD. Yes.

Senator SALTONSTALL. Would not the Senator agree that, if this program is to be put into existence, the whole Congress should know it, that it should not be passed on by this subcommittee as a reprogramming procedure without further consideration by the Congress?

Senator MANSFIELD. I think it should be gone into quite carefully. I think the Armed Services Committee as a whole ought to look into it, and I think the Appropriations Committee as a whole should give it serious consideration.

Senator SALTONSTALL. And that Congress should be given a chance to vote on it?

Senator MANSFIELD. Yes.

Thank you, Mr. Chairman. Thank you, Mr. Secretary.

#### ENLISTMENT STANDARDS UNDER STEP PROGRAM

Senator RUSSELL. Mr. Secretary, before we hear General Ramsey's statement, there is one question arising from your testimony which disturbs me. Do I understand that the standards for enlistment under the STEP program will be higher than those required of the draftees at the present time?

Secretary AILES. Not really, sir. This is the way it works.

Senator RUSSELL. I am going by your statement at the bottom of page 4:

The STEP program would propose to accept men with AFQT scores in the 15 to 30 range, higher than the old draft minimum standard but lower than our regular enlistment standard.

Secretary AILES. Yes, sir; I put the word "old" in that sentence. Let me explain 1 minute if I may. Congress established the floor under the draft at an AFQT score of 10. We are going to take people in the STEP program who score no lower than 15 on the AFQT and in that sense, the STEP standard is higher than the old draft standard.

About a year ago or a year and a half ago, we began requiring draftees to pass the Army qualification battery as well as the AFQT. The qualification battery tests specific aptitudes. We require that a draftee score 80 in the "GT" plus two scores of 90 out of the whole qualification battery of some 11 tests. The 80 in the GT, which is in the general technical aptitude area equates to about 21 on the AFQT. So, as a practical matter, our draft standard today is a low of 21 on the AFQT. In that sense, we in the STEP program would be taking people lower than we are currently drafting when we took anybody between a range of 15 and 21; between 21 and 31, we would be taking people who would probably be eligible for the draft. But the AFQT 15 is higher than the old draft standard which used to be 10.

#### ADJUSTED STANDARD WOULD ELIMINATE STEP NEED

Senator RUSSELL. That still confuses me somewhat, because it seems to me that all you need to do is to change your regulations and each one of these people can present himself to his draft board, ask to be



inducted for 2 years, and can come into the service without going through all of the extraordinary maneuvering you have described. It makes it appear to be a social program. They can submit themselves to the draft board—any man who wishes to do so can volunteer. He does not have to wait until he is called. When he is 18½ years of age, he can submit himself and say he wants to be drafted into the service. You would only have to adjust your standards somewhat, and you would get these volunteers in that way. You would have them along with the rest of the draftees. You would not then make the social aspects of this program so noticeable, which aspect is likely to affect the morale of the other forces. You could do this without going through the business of calling up a million and a half young men to be examined, as you propose to do under this program.

Secretary AILES. We don't intend to call up anybody to be examined under this program.

Senator RUSSELL. The Selective Service System sought funds to examine and classify all 18-year-olds. As I recall they wanted to classify over 900,000 during the current fiscal year.

Secretary AILES. Sir, that is a different proposal. All we do here—

#### EXAMINATION OF 18-YEAR-OLD MEN BY SELECTIVE SERVICE BOARD

Senator RUSSELL. The calling up of these 900,000 men to be examined is part of the use of the machinery of the Military Establishment and your Selective Service System in the war against poverty, is it not? They referred to it as the "manpower conservation program."

Secretary AILES. I am not too familiar with that. I do know that there is a proposal to examine those 18-year-olds and that it would put an extra burden on the Armed Forces examining stations. That is not what we are talking about here at all. What we do here—we are talking about the men who come in—

#### VOLUNTEERS FOR ARMY

Senator RUSSELL. I understand. You are talking about the man who says, "I want to volunteer for the Army."

Secretary AILES. We have been turning them away. Some of those men go right down to the draft board and volunteer for induction and they come in with a 2-year obligation and we have to teach them but we have to teach them after we have them on the board. What we are saying is—

Senator RUSSELL. You cannot teach him until after you get him on board in this program, Mr. Secretary.

Secretary AILES. Yes, we do. What we say here is, "All right, if you can't meet our standards but really want to serve in the Army, and you come in under this plan and we will teach you. If you then can meet our standards, you will then serve. Otherwise, we can't use you."

#### VETERAN STATUS

Senator RUSSELL. I thought you answered Senator Mansfield by saying that, if a man came in, and even if he failed miserably and showed manifestations after 10 days that he could not possibly make it, for which cause you discharged him, he was considered a veteran.

Secretary AILES. That is true.

Senator RUSSELL. He is in the service, is he not?

Secretary AILES. Yes.

Senator RUSSELL. He is in the service any way you look at it.

#### ASSERTED DISTINCTION FROM SOLDIER

Secretary AILES. That is not what I was talking about. I am talking about the man we have on board and who is a soldier in the Army. Under this program we will not take him on board, he will not spend 2 years with us, he will spend whatever length of time it takes General Ramsey to find out that he is not going to make a soldier.

Senator RUSSELL. When you say you do not have him on board, you mean you simply have not assigned him to any regular unit in the Army, although you have him in this special detachment.

Secretary AILES. He does not occupy an Army space, he is not a burden on the Army as indeed some of the men are who come in who simply don't have the aptitudes.

#### INCREASE IN VETERANS ROLLS

Senator RUSSELL. He may not be a burden on the Army but he is a burden on the taxpayer just as if he were in the Army. He enjoys exactly the same position as if he had the highest IQ in the senior class of officers at the Academy or the University of Georgia.

Secretary AILES. Mr. Chairman, if I thought there was any chance of our flooding the veteran rolls with ne'er-do-wells or people who were not properly motivated, I would not be interested in this program.

I do not think that is the way it will work at all. I think the bulk of the men selected out of this number of 41,000 to come into this program are going to make good at it. We are not going to take a man in for medical correction, and it is a small number who can come in for medical correction, we are not going to take a man in unless we believe that we can get him straightened away. This is a bright fellow. This is a man who has already passed our mental standards.

Senator RUSSELL. You expect less than 1,000 in this category?

#### EDUCATIONAL PROGRAM

Secretary AILES. A year, very small. The men we are mainly talking about are on the mental side. If we can get to Mr. Davis' testimony you will see something about what we have been able to do with the men with the lower aptitudes as a result of the educational program. I think you will agree with me that the great bulk of the men who come in under this program are going to make good. We are absolutely convinced that that can happen. Instead of training them, instead of giving them that education after we have them on our hands in the Army, we would rather test them out first and be sure that they can do it before they come in.

That is the only difference between this program and what we are already doing or what the Marines are doing right now, or what everybody else is doing, who are taking onboard the men with the lower aptitudes.



What we have said is that we think we ought to address this problem directly, do it in one place, get organized to do it and put our research facilities to bear on it and try to do something really useful with these men for purely military ends.

#### PRESENT HIGH STANDARDS FOR INDUCTION

Senator RUSSELL. You see, Mr. Secretary, there is none so fanatical as the last convert. You will recall I stood for a long time against proposals for increasing the standards for induction. I took the position that there was still a place in the services for the fellow with a strong back and muscular arms, and with perhaps not as active a mind as some of the other fellows have. I still think that to a degree, but I was subjected to the unanimous propaganda, or brainwashing, of everybody in the Military Establishment for 4 years. I finally weakened and submitted to an increase in the IQ, and now you want to retrogress and reduce it.

Secretary AILES. No, sir; I don't believe that is what we are doing here. There isn't anybody who is any more firmly devoted to those standards than I am. This has been something which for 4 years I have spent a lot of time on.

I do not think the standards should be lowered at all. On the other hand, our experience indicates that there are people who fall below those standards on the mental side because they have not had enough education.

Furthermore, our experience shows that that defect can be remedied. If that is so, and if we can bring a man up to the point where he indeed legitimately meets those standards, then I say we will not have lowered the standards at all. And we will have a volunteer, a man who wants to serve in the Army, instead of having brought another man in who does not want to serve.

I think that makes a lot of sense and I don't think that lowers the standards one iota.

#### INCREASED COST OF BASIC TRAINING

Senator RUSSELL. Perhaps it does not change the standards of the people who are assigned to units, but it does increase the cost of the elementary training in the Army.

Secretary AILES. It does indeed.

#### HIGHER PERCENTAGE OF DROPOUTS

Senator RUSSELL. You will, I assume, have a higher percentage of dropouts in this program than you will from your regular enlistments, or from your drafted men taken through the Selective Service.

Secretary AILES. Yes, sir. This is a screening program. We do not screen the other soldiers that we take in the Army in the same way. We bring category IV's into the Army, we bring people in by the draft and we simply make do with those men.

We will not let them reenlist. We screen them out at the end of 2 years. What we are saying with this program is let us screen them out before we put them with the units. Let us give them every opportunity to get an education. I think Mr. Davis can make it quite clear



that our experience is that the great bulk of those men, or a substantial number of those men are going to make good under this program.

Senator SALTONSTALL. Mr. Chairman, are you through?

Senator RUSSELL. Yes, sir.

Senator SALTONSTALL. Mr. Ailes, as you know, you have talked and I think General Ramsey talked this over with Senator Russell and myself last fall.

#### NEW PROGRAM AS OPPOSED TO PROPER REPROGRAMING

Senator SALTONSTALL. I have no questions at this time but I would like to make just two very brief observations.

First, this problem of reprogramming is always a difficult one because it means that a small group of the Senators, a small group of House Members, are going to pass on a program that is different from the program that Congress adopted when it adopted the military budget.

Now I would feel that this recommendation that you are making this morning is, I hate to use the word but it is in direct "violation," if you want to call it that, of the whole principle of reprogramming. This is a new undertaking. It is not a question of building up additional material. It is not a question of building up manpower for a different purpose.

It is a question of starting a new program and using the draft to do it, which is essentially, as you say yourself, a social or an educational program.

Now I believe very strongly that the whole Congress should pass on this, particularly as it is going to involve \$31,300,000 in the next fiscal year. Certainly that is a big appropriation.

I say most respectfully, as far as I am concerned I will be glad to hear you and the proper officials when we consider the regular budget, if you think this is a program that the Army should undertake.

But certainly, in my opinion, to use a strong word, it is a "violation" of the principle of reprogramming. I am heartily opposed to having this group of men who are on this subcommittee say "Yes, this program should go into existence as a reprogramming matter."

Now I would like to read into the record if I may, Mr. Secretary, page 79 of the budget document. I quote. It is the second paragraph on the page.

#### INCREASE IN INDUCTIONS THROUGH SELECTIVE SERVICE SYSTEM

Inductions into the Armed Forces, handled by the Selective Service System, are estimated to increase from 95,000 in 1965 to 125,000 in 1966. The Armed Forces will examine an estimated 1 million volunteers and selective service inductees in 1966. In addition, 645,000 18-year-olds will be referred for medical and mental testing under the special selective service program initiated last year.

That is now.

Those who fail to meet the minimum standards for admittance into the Army will be referred to local agencies for employment, health, training, and vocational rehabilitation services.

That is a direct quote from page 79 of the President's budget. It seems to me that, if no legislation is required, then it is a subject matter for this subcommittee to consider with relation to the \$31,300,000. Or, if it requires legislation, I think it would be helpful if you could

put it into the form of a resolution for the Armed Services Committee to hear it.

## LIMITATION OF SELECTIVE SERVICE SYSTEM FOR PURPOSE OF DRAFT

I say that because we hear argument that the draft should be given up. I personally for one think it ought to be given very careful consideration before the draft is used for purposes other than strictly drafting men into the Army.

## SOCIAL AND EDUCATIONAL PROBLEM

If I may add this, I have never forgotten President Truman's request to have the engineers, locomotive engineers, put into the Army by the method of the draft to avoid a strike. While this is quite different from that, it is using the draft for purposes that in this instance should be social and educational under the President's program and not have the military used for it.

## REQUEST FOR REPROGRAMING ACTION QUESTIONED

I say that most respectfully, and I am not going to ask you any questions because I feel that this should be either a legislative hearing before the Armed Services Committee in the form of a resolution if no legislation is required or when you come before us for your full appropriation next year.

I hope you won't persist in making it a reprogramming effort, because reprogramming in my humble judgment is not a place to start what is essentially a new program. Thank you, Mr. Chairman.

Senator ALLOTT. Mr. Chairman, may I say a word at this point?

Senator RUSSELL. I cannot very well deny you the right, Senator Allott, when we have availed ourselves of the privilege.

## VOLUNTEERS MOTIVATED BY COMPULSORY IMPLICATIONS OF THE SELECTIVE SERVICE ACT

Senator ALLOTT. I just want to say that I agree with the observations of the majority leader, the chairman of this committee, and the distinguished ranking minority member. Whether you wish to admit it or not, every boy who reaches the age of 18 is subject to the compulsory implications of the Selective Service law.

Secretary AILES. That is correct.

Senator ALLOTT. A law which I think is hopelessly outmoded, completely unfair to the average American boy, and which results in a great lowering of morale, not only in the young men who are not in the service, but the young men who are in the service.

So that when you have this compulsory implication you can't contend for a moment that the 18-year-old boys who come to you voluntarily are in fact volunteers for the military service. They are volunteers because they know that down the line somewhere they face the implication of a compulsory selective service.

So what you are doing with these young men—assuming that there will be a certain percentage that will enter the military service even without the implications of selective service—so what you are doing is taking these young men and saying, "We will admit you if you take this training and then serve 3 years."



## VAST INCREASE OF GOVERNMENT LIABILITY

But then at the same time you are increasing the liability to the Government by many millions of dollars, and maybe ultimately even more than that. The Veterans' Administration program last year cost this Government \$5.6 billion. That is what the Congress passed last year.

Every one of these young men, by your own testimony, who comes into the service, even though you wash him out before the end of the 14 weeks' period, is then a veteran. Whether he is eligible for unemployment or not depends on the time you wash him out.

But every one of them is a veteran. He therefore has access to all of the benefits of the veterans' hospitals and other veterans' benefits, as long as he lives, and therefore becomes a liability as far as the financial part of the Government is concerned.

I don't see how any fine words or anything else can get around this fact which was brought out so well by the majority leader.

Senator RUSSELL. Mr. Secretary, we shall be glad to accord to you the opportunity of making some observations of your own. You may make a rejoinder, or we shall go ahead and hear General Ramsey, who is in charge of the program.

## LIMITATION ON VETERANS' BENEFITS

Secretary AILES. Yes, sir; I think it would be good to do that. I would like to say on the veterans' business that hospitalization and other medical benefits, as I understand it, are available for service-connected disabilities. What the benefits are for the man who is with us 30 or 60 days, is somewhat difficult to establish, as compared to the man who is with us something like 10 years.

Senator ALLOTT. They are also available, if I may interrupt, Mr. Secretary, unless I have been badly misinformed through 6 years of relationship in this work, to nonmilitary disability and illness.

Senator RUSSELL. However, the man with service-connected disabilities has priorities.

Senator ALLOTT. That is right.

Secretary AILES. I was really talking about hospitalization. I would like to say one thing about the draft. I recognize that the draft undergrades this whole enlistment program in all the services. There is no question about that.

If a man has a military obligation, and he feels that he does if indeed there is a draft, he is much more likely to enlist in one of the services. But most of the people we are talking about here could serve a shorter tour by very simply going down and, as the chairman said, signing up for the draft.

## VOLUNTEERS NOT MOTIVATED BY IMPLICATIONS OF DRAFT LAW

We are talking generally about men who really do want to serve in the Army because by definition they have tried to serve a 3-year tour instead of a 2-year tour. We are simply trying to make that route available to them.

Mr. Chairman, I believe it would be useful if General Ramsey proceeds.



## NECESSITY FOR DRAFT OR A BETTER SUBSTITUTE

Senator RUSSELL. Before you commence, General Ramsey, I want to say that, as soon as someone gets a better method than the draft to keep our Military Establishment in a condition to defend this country, I shall embrace it as quickly as anyone else. I can find as many defects as anyone else in the draft system, but I think a calamity would befall us if we did not have it. It is greater than the sum total of all its defects.

## NON-SERVICE-CONNECTED PENSIONS

Senator ALLOTT. On page 129 of the budget, at the bottom of the page I read as follows:

Non-service-connected pensions. In 1966, pensions for disability and death not connected with military service are expected to rise by \$69 million over 1965 to a new high of \$1.9 billion. Most of this increase is attributable to amendments to the Veterans' Pension Act enacted in the 88th Congress which increased payments and liberalized income criteria for eligibility.

While the 1,173,000 veterans expected to be receiving pensions in 1966 represent a decline of 20,000 from 1965, the average payment per case is estimated to increase from \$1,003 to \$1,039. The number of veterans' survivors receiving pensions is estimated to rise by 47,000 to a total of 942,000 and the average payment per case will rise from \$712 to \$29.

World War I veterans and their surviving beneficiaries comprise almost 70 percent of these pensioners. Payments to veterans of World War II and the Korean conflict and their survivors will continue to rise as increasing numbers of veterans reach ages at which rates of disability and mortality mount.

Thank you.

Senator RUSSELL. General Ramsey, you may proceed.

## STATEMENT OF GENERAL RAMSEY

General RAMSEY. Mr. Chairman, members of the subcommittee. The Secretary of the Army has explained the general concept of the special training enlistment program. I will give you more of the specific details regarding this training program at Fort Leonard Wood.

## TRAINING PROGRAM FOR STEP VOLUNTEERS

General RAMSEY. Upon arrival at Fort Leonard Wood Reception Station, generally speaking the trainee will receive the same initial processing as any other soldier.

During this period he receives such things as a haircut, blood type, clothing issue, fingerprinting, partial pay, identification card, records processing and so forth.

In addition, the special training enlistment program trainee with a medical defect will receive a more thorough medical processing and evaluation.

## DEFECTS, MENTAL OR PHYSICAL, DISJUNCTIVE, NOT CONJUNCTIVE

I would like to highlight a point mentioned by Secretary Ailes: That the special training enlistment program is designed to accept men with either a medical defect correctible in 6 weeks or less or an educational deficiency but not both. Once the man with the medical defect has been corrected, he will join the ranks of other Regular Army soldiers and receive the same type of training.

## PROCESSING AND TRAINING

The processing will take approximately 1 week depending on the arrival date of the trainee in relation to the training cycle. Part of this first "fill week" as we call it, will be with the training company where he will receive 16 hours of initial orientation and administrative processing. Following the in-processing week the trainee will enter a 14-week basic combat training-general education development program. As part of this program the trainee with an educational deficiency will receive 20 hours of general educational development testing and evaluation.

## TESTS FOR EVALUATION OF GRADE LEVELS

These tests are primarily placement tests to determine the grade level for each trainee in arithmetic, English, social science, and science. Other tests will be given to selected trainees to assist in gathering data for the research program.

## MILITARY TRAINING COMBINED WITH EDUCATIONAL DEVELOPMENT

During the 14-week basic combat training-general educational development program the trainee will receive training in the same basic combat subjects as any other recruit, except, instead of receiving military instruction a full day for 8 weeks he will take military training one-half day for 14 weeks. The remaining one-half day will be devoted to general educational development.

## ADVANCED INDIVIDUAL TRAINING

At the end of 14 weeks, if the trainee has satisfactorily completed the basic combat training and if the general educational development director believes that he has advanced adequately, he will be administered the Armed Forces qualification test. Those trainees who achieve a score of 31 or higher on the Armed Forces qualification test will be sent to advanced individual training following 2 weeks' leave.

## MODIFIED ADVANCED INDIVIDUAL TRAINING

Those individuals who failed the AFQT and those who had not progressed adequately to take the test will be sent to a modified advanced individual training-general educational development course following their 2 weeks' leave.

During the first 3 weeks of the modified advanced individual training-general educational development the trainee will receive 6 hours of general educational development training and 2 hours of military training per day.

## EMPHASIS ON DETECTED EDUCATIONAL WEAKNESSES

Prior to this time his educational weakness will be known and major effort will be placed on this weakness. At the end of the 3 weeks' advanced individual training-general educational development those trainees who have demonstrated satisfactory educational advancement will be administered the Armed Forces qualification test. Those



receiving a score of 31 or higher on the test will be sent to a regular advanced individual training course.

#### EXTENDED MODIFIED ADVANCED INDIVIDUAL TRAINING

Those trainees that still have not qualified after the 3 weeks modified advanced individual training-general educational development will continue another 5 weeks in modified advanced individual training-general educational development.

During this period they will receive up to 4 hours per day of general educational development in their deficient subjects and receive on-the-job training as basic engineer pioneers where they will learn to use engineer tools and the techniques of carpentry that will partially qualify them as basic pioneers.

#### ASSIGNMENT TO ACTIVE ARMY UNITS OR DISCHARGED

At the end of this period the trainee must take the Armed Forces qualification test. Those who qualify will be sent to Active Army units and receive additional training to qualify them in a military occupational specialty. Those who fail will be discharged. Authority is granted the Fort Leonard Wood ATC commander to certify additional individuals whose overall potential warrants not to exceed in number 10 percent of those who come in by passing the test, even though basic educational criteria for retention are not met.

#### DISCRETION OF ARMY TRAINING CENTER COMMANDER

An important factor in this program is that the Army training center commander will have authority to recycle the trainee or advance the trainee depending on his capabilities.

During the entire period that the trainee is in the special training enlistment program he will be under constant and continuous evaluation by both the military trainer, the general educational development instructor, and counselor.

Records will be kept on each individual to include his military and general educational development progress, motivation, appearance, physical condition, attitude, counseling, and overall potential to the Army. The research personnel that the Secretary previously mentioned will also use these records and other data to gain meaningful information regarding the program. The researcher will follow the man through his entire 3 years in the Army and also follow those who reenlist to determine their overall contribution to the Army.

#### DISCIPLINARY PROBLEMS OF STEP VOLUNTEERS

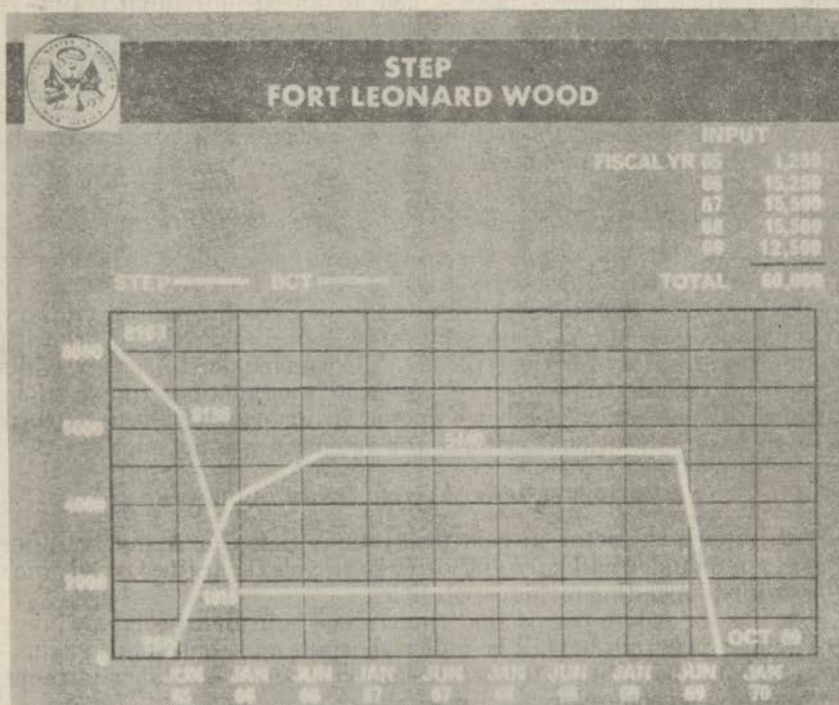
Regarding the discipline problems with STEP trainees, it is not anticipated that any greater problems will exist than with the present Regular Army enlistee. This man is a volunteer and giving him the opportunity to enhance his education should increase his desire to be successful.

In addition, he will be under very close supervision 24 hours a day, 7 days a week, in his early weeks in this program.

## IMPLEMENTATION OF PROGRAM

The Secretary mentioned a May 31, 1965, starting date. Assuming that approval is received for this date the buildup of the special training enlistment program and the reduction of the BCT load are represented by this chart.

(The chart referred to follows:)



## DIVERSION OF INDUCTEES

The solid line indicates that the special training enlistment program would start with 250 men or 1 company. Two hundred and fifty men would be received per week—some weeks 500 men—to attain an overall goal of training 60,000 men in approximately 4 years. The STEP in-training special training enlistment program load would be approximately 5,400 men as indicated. Prior to receiving the special training enlistment program trainee some of the present basic combat training load at Fort Leonard Wood would be diverted to Fort Polk, La., and to Fort Bliss, Tex., to make room for this program. Some normal basic combat training would be retained at Fort Leonard Wood so that some personnel such as those corrected of medical defects could be diverted to regular basic combat training. The normal basic combat training load would be approximately 1,800 men as shown by the dotted line.



## MODIFICATION OF STRUCTURES

The educational portion of this training program requires 117 classrooms. The area selected now houses a training battalion, which explains some reduction of our overall capacity. The modification planned is very modest and in keeping with the unimproved temporary type of building involved. The plans are completed for this conversion and modification can commence shortly after authority is received.

## TEACHERS AND PROFESSIONAL EDUCATIONAL DEVELOPMENT PERSONNEL

There would be little change in the organization at Fort Leonard Wood to conduct the special training enlistment program. The greatest change would be the addition of approximately 300 teachers and professional general educational development personnel to conduct the education portion of the program.

Mr. Tilton Davis, the director of education at 5th Army, who has also been selected to head the general educational development portion of the program when authority is received, will give you more of the details of this portion of the program.

## FORT LEONARD WOOD SELECTION

Senator RUSSELL. General, did you select Fort Leonard Wood, or was that selection made by higher authority?

General RAMSEY. That selection was made at the Department of the Army level, sir.

## STATEMENT OF MR. DAVIS

## EDUCATIONAL STANDARDS

Senator RUSSELL. You may proceed, Mr. Davis.

Mr. DAVIS. Mr. Chairman, members of the subcommittee, you recall that Mr. Ailes spoke of the AFQT test score of 31 being the mental standard for enlistment but that some exceptions are made in the case of high school graduates. He further pointed out that during the past 3 years some 91,000 draftees were taken into the Army who achieved scores below this minimum.

The data I will present will be based on results some of these men have achieved in the Army's general educational development program.

After a man is accepted into service, the AFQT score is not used. The Army administers additional tests to specifically identify the aptitudes of individuals. The Army classification battery, or ACB, is the principal test. It consists of 11 parts. By combining these part scores, aptitude areas of individuals are determined. The aptitude area scores are one of the factors used by classification personnel to assign individuals to MOS training and by service schools as course prerequisites.

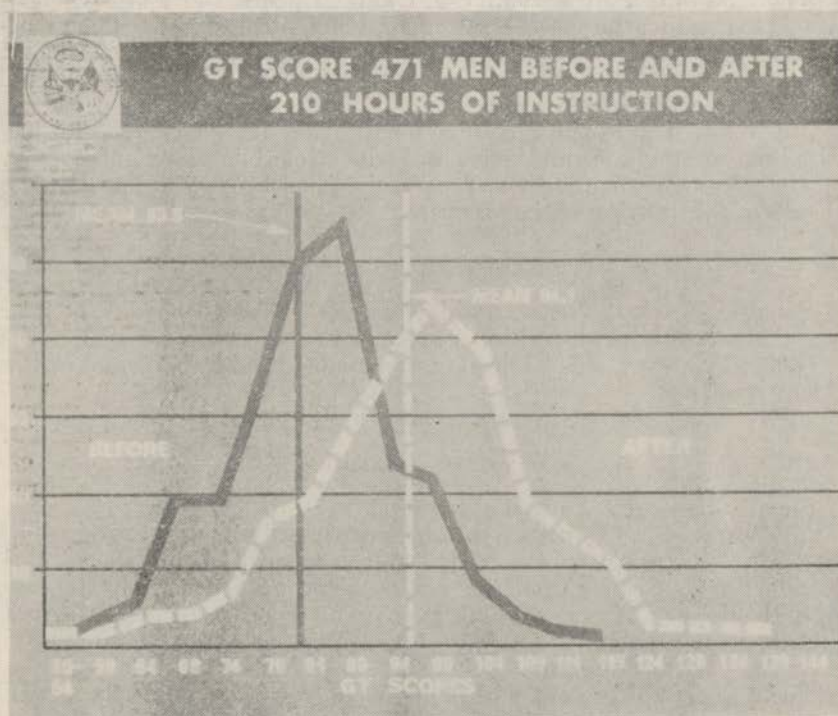
One of the aptitude area scores is called the general technical or GT. The two parts which make up the GT are the verbal test and arithmetical reasoning. GT aptitude area scores have a high correlation with scores achieved on the AFQT. A score of 31 on the AFQT is about equal to a score of 90 on the GT aptitude area. An AFQT score of 15 is about a GT score of 75.

Since GT scores are recorded on official records when educational level surveys are taken, individuals whose GT scores are below 90 are identified. When the military training situation permits, these men are enrolled in on-duty or off-duty classes and instruction is given in reading, social studies, arithmetic, and general physical sciences.

The two charts which follow show the effect of GED instruction on the general technical score of students. These experience data are from two 5th Army installations for classes conducted in the past 9 months.

The first chart shows the GT scores achieved by 471 men before and after 210 hours of instruction.

(The chart referred to follows:)



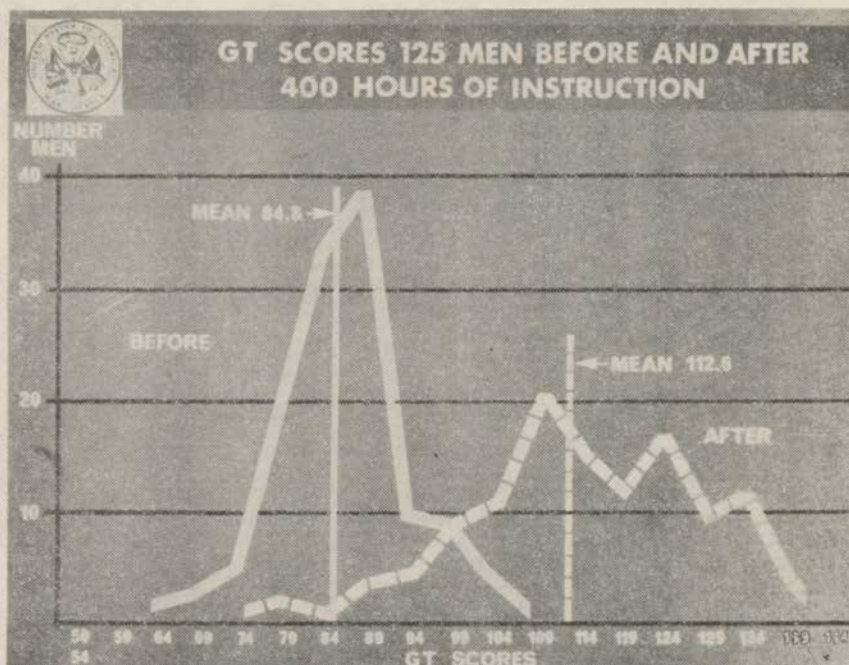
The GT scores are plotted on the horizontal and number of men achieving each score is shown on the vertical. For example, this point shows that the possible range of scores on the GT aptitude area test is from 50 to 160 points.

Note on the original test, men achieved scores ranging from the minimum possible, 50 points, to a high of 119 with the average or mean of 83.5 points. After instruction, some men still remained at the minimum—these were nonreaders—whereas the highest score attained was 136 points. The mean on retest was 94.1 points, an increase of 10.6 points over the original test.

This second chart shows data comparable to the first chart except that the length of instruction was 400 hours compared to 210 hours for the first group.

(The chart referred to follows:)





On the original test, scores ranged from 60 to 108 points with a mean of 84.8 points, only 1.3 points above the mean of the first group. Ninety-nine of the total 125 men had below 90 GT score. After 400 hours of instruction, the range of scores was 73 to 139. The mean on retest was 112.6, a raise of 27.8 points from the original mean. On retest only 8 men had GT scores below 90.

Attention is invited to the fact that 43 men had scores of 120, the qualifying score for some of the hard skill MOS schools.

#### EXTRA ADVANTAGES IN STEP PROGRAM

But there are additional advantages of STEP that cannot be so objectively measured but surely are as real.

#### PERSONAL PROBLEMS GUIDANCE

First, students can be carefully observed by military trainers and skilled teachers by which personal problems and difficulties can be identified and appropriate professional guidance provided to overcome maladjustments.

Secondly, special programs of instruction can be developed to meet the specific educational needs of the individual, to bring his abilities into line with his interests.

#### EVALUATION OF PROGRAM OPPORTUNITY

And third, opportunity to truly measure the value of the program—over a long period of time—will now be made available.

## HIRING OF TEACHERS

The major problem of the GED portion of STEP will be the hiring of teachers; teachers able, interested, and desiring to work with young adults and knowledgeable of the characteristics of students they will have. It is our hope and plan to secure teachers nationwide, from rural and urban areas, from a large number of colleges, and with a variety of all ethnic, economic, social, and racial backgrounds. Through an effective program of teacher training and orientation, we will be able to better understand the personal attitudes, motivations, and frustrations of students who themselves will have great differences of culture and education. We will have assistance of personnel located at all Army installations in our hiring efforts. We fully expect to fill our faculty of 250 civilian teachers, but the task will be difficult in terms of quality and quantity of teachers desired.

## APPORTIONMENT OF EDUCATIONAL PROGRAM

During the first 14 weeks of training, concurrent with BCT, the GED portion of the program will consist of 280 hours apportioned approximately as follows: 80 hours, English and reading; 60 hours, arithmetic and basic mathematics; 50 hours, social studies; 50 hours, elementary science; 40 hours, examination and evaluation.

It should be remembered that the specified hours allotted GED in the subject areas above will be modified as required to meet the educational needs of the individual trainees.

Ninety hours of GED will be given those trainees failing or not administered AFQT during the first 3 weeks of the AIT-GED phase of the program and 100 hours of GED instruction will be given to those who cannot advance to regular AIT at the end of this period.

## TESTS TO DETERMINE FUNCTIONAL GRADE LEVELS

The USAFI achievement test II, USAFI achievement test III, or the advanced California achievement test as appropriate, will be administered at the beginning of the STEP GED program to determine the functional grade levels of STEP trainees. Other appropriate tests may be used as necessary during the instructional phases to determine the educational progress of trainees, to permit identification and regrouping of rapid and slow learners, and to determine which trainees require increased individual attention or additional instruction after duty hours in supervised study halls.

## CONCLUSION

In summary, then, it can be concluded that the STEP academic program will surely raise a large percentage of STEP students to and above the academic level required for enlistment. But more important, the students, through carefully designed guidance and instructional programs, will continue their personal growth after they complete STEP, and be able to work effectively in the Army structure.

Senator RUSSELL. What is the nature of your duties at the present time, Mr. Davis? What do you do?



Mr. DAVIS. I am the Director of General Educational Development, Headquarters, 5th Army, supervising the general education development program of the Army in that area.

## TEACHER REQUIREMENTS

Senator RUSSELL. How many teachers do you now have under your direction?

Mr. DAVIS. Approximately 120 to 130.

Senator RUSSELL. For the entire 5th Army?

Mr. DAVIS. Yes, sir.

Senator RUSSELL. How many enlisted men are in the 5th Army?

Mr. DAVIS. Approximately 62,000 to 65,000.

Senator RUSSELL. Did you not say you want 250 teachers just for this 5,440 trainees in the general education development phase of the STEP program?

Mr. DAVIS. Sir, that is because of the number that will be enrolled in class at Fort Leonard Wood.

Senator RUSSELL. Do not the teachers you have now conduct classes?

Mr. DAVIS. Yes, sir; but most of the instruction has to be done off-duty time, during the nonduty time hours of individuals.

## COURSES PROVIDED FOR REGULAR ARMY TRAINEES

Senator RUSSELL. What do they study, sir?

Mr. DAVIS. Sir?

Senator RUSSELL. What courses of study do they now pursue?

Mr. DAVIS. We have a wide variety of courses. For those men who would fall in this category it is exactly the same thing, reading, arithmetic, math, science. We also have advance courses for those men who are qualified enlistees and wish to go to Army service schools but are not qualified for them. In addition, we have classes for those men who wish to improve in their own particular jobs.

Senator RUSSELL. Do you teach the same things that you propose to teach in these schools?

Mr. DAVIS. Sir, it is almost identical.

## TEXTBOOKS FOR ENGLISH AND READING

Senator RUSSELL. What is the nature of the textbooks you use in English and reading?

Mr. DAVIS. Sir, the textbooks that are available to us are from U.S. Armed Forces Institute.

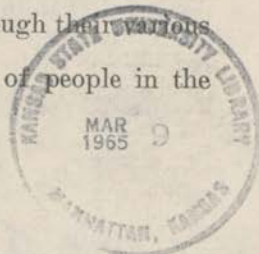
Senator RUSSELL. What do they make available to you?

Mr. DAVIS. We have reading courses beginning down as low as the fifth-grade level going up through high school. Social studies courses for elementary grade level, and then individual courses in American government, American history at the high school level. Mathematics we start down, addition, subtraction, all the way up through calculus.

Senator RUSSELL. Who selects these textbooks?

Mr. DAVIS. The U.S. Armed Forces Institute through their various committees.

Senator RUSSELL. Are the committees composed of people in the service, civilian advisers, or whom?



Mr. DAVIS. As best I know, there are two screening committees that select textbooks. One that originally makes the large screening and then another committee that makes the specific selection. I am not fully familiar with the procedure.

#### SOCIAL STUDIES PROPOSED FOR STEP PROGRAM

Senator RUSSELL. What is the nature of the social studies you propose to give?

Mr. DAVIS. Sir, this is one of the most difficult things that we have to evaluate. I do know from my own personal observation that these men are unfamiliar, unaware of anything that has to do with the foundations and the basic operation of the American democratic system. I think it is indeed unfortunate that they don't know about it. It can only be through systematic methods that we can acquaint them with the opportunities that are available in our democratic procedures. This will be one of the major areas, I believe, in the social studies area.

Senator RUSSELL. It is also most intriguing to me. I want to know something about the nature of the social studies you are going to give these men. You say you are going to teach them about the general nature of the democratic society?

Mr. DAVIS. Yes, sir.

Senator RUSSELL. Are you going to start by civics on an elementary scale?

Mr. DAVIS. Yes, it will be civics at the elementary level; yes, sir. There is a specific textbook that is designed for this level.

Senator RUSSELL. What is the title of the book?

Mr. DAVIS. It is a U.S. Armed Forces Institute textbook. I don't have the title of it.

Senator RUSSELL. Will you send one to me so that I can examine it?

Mr. DAVIS. Yes, sir.

(The texts referred to have been supplied to the committee.)

Senator ALLOTT. I would like to have one, too.

Secretary AILES. We can supply the committee with the full range of textbooks of the USAFI program, if you would like to see them.

Senator RUSSELL. I am not interested in the arithmetic and science, but social studies today can mean everything or anything. Social study is the widest range in the whole field of human thinking today, not only in educational institutions but in political cells, political parties, and what have you.

Secretary AILES. We will be glad to provide you with copies of the textbooks.

#### TEACHER QUALIFICATIONS FOR SOCIAL STUDIES

Senator RUSSELL. What requirements do you have for the teachers whom you are going to employ in this program to teach social studies?

Mr. DAVIS. Our efforts will be to get qualified certificated teachers. We know that it will be difficult to get the number that we want. Therefore, we will accept individuals who have the academic backgrounds but do not have the professional teaching courses and provide them with an orientation and training period whereby, they will know



of the techniques and procedures that are best to use with this group of adults.

## TEACHERS CLASSIFICATION IN CIVIL SERVICE

Senator RUSSELL. What classification will they have in civil service?

Mr. DAVIS. They will not be civil service. They will be hired on contract, as individual contractors, not employees of the Army.

Senator RUSSELL. Will you personally pass on the qualifications of these teachers?

Mr. DAVIS. Yes, sir.

## TEACHER RECRUITMENT RANGE

Senator RUSSELL. Do you hope to employ the widest possible range geographically, ethnically, and by institutions?

Mr. DAVIS. By institutions, geographical area and so on; yes, sir.

## TEACHERS SALARIES

Senator RUSSELL. What is the average salary that these teachers receive?

Mr. DAVIS. About \$7,200—well, it is 210 days of actual teaching.

Senator RUSSELL. They are going to have to teach the year around. Why do you say 210 days? This is not like an ordinary boarding school. This program will be continuous, without interruption.

Mr. DAVIS. Yes sir. In order to coordinate and integrate between the military instruction and the educational instruction we find that having a period of leave concurrently with the input, that we can make a unified group of trainees and educators to work together on a continuing basis.

## QUALIFICATION OF MR. DAVIS

Senator RUSSELL. Have you heretofore had any experience in directing a school of this kind, Mr. Davis?

Mr. DAVIS. Yes, sir. I have been a teacher, I have been in educational activity except when I was in the service, having taught in small rural schools, taught in private schools, attended private and public schools and have been involved in this program for all my life.

Senator RUSSELL. Is the Morgan Park Military Academy still in operation?

Mr. DAVIS. It dropped its military title, now.

## PROPOSED PROGRAM NOT PROPER FOR REPROGRAMING PROCEDURES

Senator SALTONSTALL. Mr. Chairman, I have no questions for the reasons I stated to Mr. Ailes. I hope, Mr. Ailes, that you gentlemen will not press this matter at this time but will bring it up at the regular sessions of either the Armed Services or the Appropriations Committee.

Secretary AILES. Senator, Mr. Chairman, General Abrams has a very brief statement.

## STATEMENT OF GENERAL ABRAMS

## PLANNING FOR PROGRAM

Senator RUSSELL. Yes. General, you may proceed.

General ABRAMS. Mr. Chairman, members of the subcommittee, we have been studying this program for over 6 months now, looking carefully at the potential advantages and disadvantages of many alternative courses of action. While the Department of the Army has been doing this, concurrent planning and analysis has been conducted by the commanders of the Continental Army Command, 4th Army, 5th Army, Fort Leonard Wood, Fort Bliss, and Fort Polk.

## PROGRAM GOALS DESCRIBED

As a result, we believe that the plan which has been presented today is a sound solution for tapping a major source of unused manpower in this country. The young men eligible for STEP are no different from many of those who have helped us fight our wars in the past. There is not a volunteer who can qualify for STEP today who would not have been eligible for combat service in World War II and Korea. This is a question of raising the physical and educational qualifications of volunteers to meet our standards for enlistment in the Army, not of lowering these standards. The standards for enlistment are higher now than they have ever been before. The current and future needs of the Army require maintenance of these high standards. This program will provide us an opportunity to gain more volunteers who meet our standards, and these volunteers are the most likely men to continue on in the service. In our planning for men in the Army, we must think 15 years ahead, for this is the way people develop. From the men we enlist today in the Army will come the leadership 15 years from now, and in large measure the men we will have retained in the service these 15 years will be today's volunteers.

If an emergency should occur, many of the men which we would have to train would, of necessity, be in the category to which this STEP program addresses itself. Thus, in a very real sense this program is preparation for such an emergency. It prepares these men today to be our trained manpower in tomorrow's emergency. Further, it prepares the Army itself for the training of these men in the context of our demands for technically qualified personnel in the Army as it is now, when we require higher enlistment standards than we can afford in an emergency. This knowledge gained will contribute greatly to the programs for training in time of emergency.

Accordingly, STEP presents a balanced program of military training, educational development, and research. The volunteer who comes into this program receives the same military training as any other soldier. Raising his educational level brings him to our current enlistment standard and, dependent upon his individual progress and aptitude, qualifies him for a wide range of military specialties.

In summary, the Army staff supports this program and has expended a great deal of planning effort to insure its success. Our guidelines in developing this program have been that all the elements of the program will be balanced—nothing will be neglected, and that



all aspects will be productive. We expect to receive from this program highly motivated soldiers with the desire as well as the physical and educational ability to render years of productive service to the U.S. Army.

Thank you, Mr. Chairman.

Senator RUSSELL. General, I want to congratulate you on your enthusiasm with which you embrace any task that is given you. You make it sound like the future of the defense of the country will depend more on these people than it does on the 975,000 who are in the Army at the present time. Do you have any hopes for leadership out of those in the Army now?

General ABRAMS. Yes, sir.

#### FORT LEONARD WOOD SELECTION

Senator RUSSELL. Did you select Fort Leonard Wood as the logical place for this training program?

General ABRAMS. Mr. Chairman, I arrived about the first of August this past year and at that point in time this selection had been arrived at in the Army staff after an examination of all of the basic training centers which we operate.

Senator RUSSELL. Have you ever had occasion to visit Fort Leonard Wood?

General ABRAMS. Not in recent years. I visited Fort Leonard Wood about 1957. It lacked any permanent structure at all at that time.

Senator RUSSELL. In the late years, for your information, we have been very generous in granting appropriations for improvements at Leonard Wood. I think it is in fairly good shape now as a modern military facility. I was wondering why one of the best facilities you have was selected for this program, and why you are putting the other men, who are not in this proposed program out and trying to give them some kind of temporary facility down at Bliss and at Polk. Why are these men given such preferred treatment? Why could they not go to Bliss or Polk and let these ordinary men, who are not the subject of all this care, retain their place at Fort Leonard Wood?

Secretary AILES. May I say something on that, Mr. Chairman?

Senator RUSSELL. Yes, I want an answer to the question.

Secretary AILES. I didn't know whether you were talking to me or not.

Senator RUSSELL. I am talking to whoever has the facts.

#### CENTRAL LOCATION

Secretary AILES. I was here when the determination was made, sir. As you know, we have 13 training centers in operation at the present time. Leonard Wood was selected because of its central location in the first place, and second, because some of the advanced individual training there fits very well in this program, so-called engineer training in particular.

The participants under this program will receive basic combat training but some of them, as General Ramsey's chart showed, will also receive some advanced individual training. Those skills most likely usable here are, in fact, taught at the present time at Leonard Wood. Actually, we determined after we studied the matter further,

that we should continue to have Fort Leonard Wood as a basic training center. I think one of General Ramsey's charts showed that we would carry 1,800 men in regular basic training at Leonard Wood at the same time. But it was chosen—I remember quite an analysis was made—it was chosen primarily on the basis of the central location since, as you know, our training centers normally serve geographical areas. For instance, the boys from here go to Fort Jackson or up north of here they go to Fort Dix. In this program, we will be getting them from all over the country. That is why we chose this centrally located place.

#### CLASSROOMS REQUIRED

Senator RUSSELL. It is more centrally located. I thought, perhaps, those new buildings down there also proved an attraction. General Ramsey, how many schoolrooms did you say you would need?

General RAMSEY. 117, sir. We are taking about 25 men per classroom, sir.

Senator RUSSELL. The schooling is supposed to be just half of their daily schedule.

General RAMSEY. Yes, sir.

Senator RUSSELL. One-half is devoted to military training as I understand it.

General RAMSEY. Yes, sir. Classrooms will be used a full day sir. One company, for example, would be training in the field in the morning while another company would be in the classroom. In the afternoon, it would be just the reverse. The company that is in the field will come into the classroom. The company that was in the classroom will go to the field. They will be fully occupied, sir.

#### LEGISLATION FOR BENEFITS FOR STEP TRAINEES

##### SOCIAL SECURITY COVERAGE IN LIEU OF COVERAGE BY VETERANS' LAWS

Senator RUSSELL. Mr. Secretary, what will be the attitude of the Department of the Army toward legislation that would have these men covered by some other type of benefits rather than by existing veterans' laws prior to the time they are certified as being qualified to take their place in a regular unit.

Secretary AILES. I would have to look into that, Mr. Chairman.

(The information will be furnished separately to the committee at a later date.)

#### VETERANS' BENEFITS LIMITED

Secretary AILES. May I make one statement on the veterans' benefits?

Senator RUSSELL. Yes, sir.

Secretary AILES. While General Ramsey was talking, I was looking at the material I have here in more detail. We looked into the veterans' benefits problem and reached the conclusion that it wasn't a matter of really major difficulty. I would be glad to submit the material I have here for the record. Let me say this: I counted up, and there are 20 items of benefits that peacetime veterans get. Of these, in the absence of service-connected disabilities, I only count six or seven which would be available to a man who came into the STEP program and dropped out. These are not matters of great concern. They include a burial-flag burial in



a national cemetery, and a headstone or grave marker—excuse me, it does not even include a burial flag because a man must have served one full enlistment.

Senator RUSSELL. He does not get a flag today? Does a man not get a flag on his casket if he has not served a full enlistment?

Secretary AILES. That is what this says.

Senator RUSSELL. I have attended many funerals, and some for soldiers who had not been in the service for a whole enlistment. I never saw one where a burial flag was not provided.

Secretary AILES. If he was killed in line of duty. It includes civil service preference for a job and reemployment rights if he had a job before he came. It includes unemployment compensation if he served for 90 days and assistance on a home loan.

Senator ALLOTT. Assistance on home loan?

Secretary AILES. Yes, sir; it includes a medical examination in connection with application for VA benefits; but those applications have to be in connection with service-connected disabilities as I read this material. I could be in error and I will be glad to submit this statement or to look further into it. I know that 6 months ago when we went into this subject for the first time this was a matter of great concern to us and we satisfied ourselves that we really were not creating any major liability on the U.S. Government as a result of it. But we would be glad to look into the question you raised, Mr. Chairman. We have not gone into that at all at this point.

(The statement referred to follows:)

#### I. BENEFITS AVAILABLE TO PEACETIME VETERANS

##### A. Available to all:

1. *Burial in national cemetery.*—A veteran of peacetime service whose last period of service terminated honorably, by death, or otherwise, is entitled to burial in a national cemetery. Benefit includes grave site, actual interment, including opening, closing, and marking of grave, provided without charge. Benefits administered by the Department of the Army and/or the Department of the Interior.

2. *Headstone or grave marker.*—This benefit is available to a veteran with peacetime service whose last period of service was terminated honorably, by death or otherwise. Administered by the Department of the Army.

3. *Reemployment rights.*—Veteran must have left other than a temporary job to enter the Armed Forces. Benefit consists of restoration to former job, or to a job of like seniority status. Administered by the Department of Labor for private employment and the U.S. Civil Service Commission for Federal employment.

4. *Assistance in obtaining home loans.*—This benefit is applicable to veterans of all wars and peacetime service, residing in small communities and remote areas who are eligible for home loans insured by the Federal Housing Administration, but who are unable to obtain such loans from lending institutions. They receive assistance in finding lenders who will make the loan desired.

5. *Medical examinations.*—A veteran with peacetime service, who was discharged or retired under conditions other than dishonorable, may receive free medical or physical examinations as necessary in connection with application for VA benefits.

##### B. Conditioned on:

###### 1. Completing a term of service:

(a) *Burial flag.*—The deceased veteran with peacetime service must have served at least one enlistment during peacetime. Application may be made to any VA office or most local post offices.

(b) *Unemployment compensation.*—Benefit consists of varying amounts depending on the law of State in which claim is filed. Veteran must have at least 90 days of continuous active service, unless discharged sooner for service-connected disability. Discharge or release must have been authorized under other than dishonorable. Administered by the local State employment service.

2. Service-connected disability:

(a) *Aid for the blind.*—A peacetime veteran must be entitled to compensation for a service-connected disability and be blind in both eyes. However, the blindness itself need not be service connected. The benefit consists of approved electronic and mechanical aids, and a guide dog, which are monitored by the Veterans' Administration.

(b) *Reimbursement of burial expenses.*—The survivors of a veteran with peacetime service only may receive a payment not to exceed \$250 toward veteran's burial expenses, if the veteran was in receipt of service-connected compensation at time of death or discharge or was retired for disability incurred in line of duty.

(c) *Compensation for service-connected disabilities.*—Veterans of peacetime service who are disabled while serving on active duty are entitled to monthly disability compensation payments from the Veterans' Administration. If this disability was incurred as the result of performing extrahazardous duty, these veterans receive compensation at the wartime rates. Otherwise they will receive compensation at peacetime rates, which are 80 percent of the wartime rates.

(d) *Wheelchair homes.*—Seriously disabled veterans of peacetime service may be entitled to a grant from the Veterans' Administration for a "wheelchair" home, especially adapted to their needs. The benefit is a grant of not more than 50 percent of the cost of the home up to a maximum of \$10,000.

(e) *GI life insurance.*—A veteran of peacetime service would be entitled to purchase up to \$10,000 of GI life insurance if the Veterans' Administration determines that the veteran has a service-connected disability.

(f) *Hospitalization.*—A veteran with peacetime service only is entitled to VA hospitalization for a service-connected disability on a priority basis. Such a veteran having a service-connected disability is entitled to hospitalization for some ailment not connected with his service as beds are available. Such hospitalization is furnished without cost.

(g) *Outpatient medical or dental treatment.*—To be eligible for outpatient medical or dental treatment, the veteran must have been discharged or retired under conditions other than dishonorable and be in need of treatment for a disability incurred or aggravated in service.

(h) *Prosthetic appliances.*—This benefit consists of fitting, and training in the use of such items as artificial limbs and eyes, braces, trusses, orthopedic shoes, special crutches, canes, wheelchairs, eyeglasses, hearing aids, etc. Veteran must meet basic requirements for medical treatment.

(i) *Vocational rehabilitation.*—A veteran with peacetime service only who has a service-connected disability may receive vocational rehabilitation to overcome the handicap of that disability. Such a veteran whose disability rating is less than 30 percent must show clearly that he has a pronounced employment handicap. This benefit is administered by the VA.

3. Other special conditions:

(1) *Domiciliary care.*—This benefit provides a "home" for veterans who meet eligibility requirements. A veteran with peacetime service only must be permanently disabled, having been discharged for a disability incurred in line of duty or be receiving compensation for a service-incurred or service-aggravated disability, have no adequate means of support, be incapacitated from earning a living, and meet certain other requirements for residence in a domiciliary. Administered by the VA.

(2) *Dependency and indemnity compensation.*—Monthly compensation payments are available to the widows, children, and dependent parents of personnel who die on active duty or to the survivors of veterans,



including veterans with peacetime service, if the death of the veteran is determined to be the result of his military service.

(3) *Federal civil service preference.*—The applicability of this benefit to peacetime veterans is extremely limited. For example, eligibility for a "five-point preference" for peacetime service is available only if the individual served in a campaign or expedition for which a badge or service medal is authorized. Administered by U.S. Civil Service Commission.

(4) *War orphans education assistance.*—The child or children of a veteran with peacetime service will be entitled to war orphans education assistance, if the death of the veteran was the direct result of the performance of military duty. This program is primarily designed to assist in higher education, and consists of a payment of \$110 per month for full-time enrollment, for as many as 36 months.

C. In general, a STEP trainee who is discharged before successfully completing recruit training, will be eligible only for those benefits listed under heading A. He may be eligible under B1(b).

Unless the VA determines that the discharged STEP trainee has a service-connected disability, he will specifically not be eligible for VA:

1. Hospitalization.
2. Domiciliary care.
3. Outpatient medical treatment.

## II. RECRUIT DISCHARGE RATES

In fiscal year 1963, the following percentages of recruits were separated without completing the recruit training cycle:

	Percent
Army-----	1. 58
Marine Corps-----	4. 55
Navy-----	7. 50
Air Force-----	6. 40

### INCREASED SCOPE ANTICIPATED FOR ANY APPROVED PROGRAM

Senator RUSSELL. Of course, this program—the way we spend money today—would not be too costly, but I am somewhat aware of the grandiose plans which have been brought forward from time to time. You are planting the seed here. I do not know what kind of tree, bush, or growth will result from it. I know if the program is approved in any measure there will be constant efforts to increase the scope of it.

### POSSIBLE USE OF JOB CORPS

You have not investigated, I believe you said, the Job Corps program to see whether it could be used to determine the capability of these men and to educate them.

Secretary AILES. No, sir. We have not looked into the question of whether or not they could accept men who want to enlist in the Army and could train them specifically for that purpose. I don't know if there is a practical way in which that could be done or not.

Senator RUSSELL. Of course, the Job Corps program is for young men and women between the ages of 16 and 21 and they would be placed in Job Corps centers where they can develop skills and self-confidence. It indicates that they will have some choice in the skills they will study and it seems to me that some of this training might be given in the Job Corps centers without duplication by creating a new school in the Army here.

Secretary AILES. Yes, sir.

Senator RUSSELL. Of course, you are going to have a great many teachers in this Job Corps program. There will be a great demand for thousands of teachers there, I suppose. Mr. Davis will have to be bidding against the Job Corps to get the teachers he wants here now.

Secretary AILES. Of course, we have always contemplated a situation under which a man would be getting his educational training and his basic combat training at the same time. I know you have been at our basic training centers, Mr. Chairman, and you know that that is a quite technical form of training, on the rifle ranges and with all the equipment and military discipline these men get, which is training that the Job Corps certainly couldn't give them. What we are contemplating doing is giving them that kind of training at the same time they are getting this educational training.

#### JOB CORPS TRAINING

Senator RUSSELL. I am not sure that the Job Corps program could not give them most of this training. They are proposing to train 330,000 youth there and 100,000 needy college students and work experience for 110,000 unemployed adults. I understand that in these camps they propose to use Reserve officers, military officers, or retired officers. My mind harkens back to the old Civilian Conservation Corps days. I got some letters from some boys who were in that organization. They suggested that they thought an hour's drilling each day was necessary. Most of them had completed high school. I spoke to President Roosevelt about it. He said, "Oh, no, the pacifists would be so critical of having Reserve officers there."

They would not even let them call the morning call "reveille." They had to change the names of even the bugle calls to wake them up. It was morning call, not reveille.

There will be military people with these camps. And there will also be teachers there possessing the same qualifications which Mr. Davis' teachers will have.

#### ARMY FACILITIES REQUIRED FOR ADEQUATE MILITARY TRAINING

Secretary AILES. I have no doubt that educational work can be done there. But I don't believe the basic training can be given anywhere other than in a basic training center. This is a matter that we think is one of the most important things we do. We have just started a considerable modification of our program under which we are training our drill sergeants in a special school to be sure that we get the best possible people to train these men. This is one of the most important phases of Army activity. I wouldn't think it could be done. The train fire ranges cost \$300,000 apiece; they are extremely expensive. We have ranges to teach them how to throw a hand grenade. All these things a man is supposed to get in that initial period. The only places he can get that training is where there are the kinds of facilities that we provide at the training centers.

#### NEED FOR CONCURRENT MILITARY AND EDUCATIONAL TRAINING QUESTIONED

Senator RUSSELL. If you get the educational facility, Mr. Secretary, it is not a great feat to phase a man in basic training if he is educationally and physically qualified.



Secretary AILES. I would agree that there are other ways you can give the man the educational training. You could not do it at the same time you are giving him basic training, that is my point.

#### GOAL OF JOB CORPS

Senator RUSSELL. I notice with some interest that the goal of the Job Corps program, as stated in the Rural Center Administrative Manual, is to help these young people to get and hold a job in which they can advance, to return to school, to vocational training programs, or to enlist in the Armed Forces.

Secretary AILES. Fine.

#### TRAINING DUPLICATION

Senator RUSSELL. The Job Corps will be running this school for 330,000 young people. They will probably have 35,000 or 40,000 teachers trying to train them so that they will be able to enlist in the Armed Forces. It seems to me that you are going to run into a good deal of duplication of the training by the Job Corps.

#### BASIC TRAINING COST

What does it cost, Mr. Secretary, to give basic training? What is the average cost?

Secretary AILES. I think the figure is about \$3,675, something like that.

Senator RUSSELL. For how long a period? How long a time does that include? Do you have any figures on that?

Major General TAYLOR. Sir, I don't recall it.

Secretary AILES. I believe I have it if I can get my hands on it. It's \$3,269, sir.

Senator RUSSELL. That is for each person?

Secretary AILES. Yes, sir.

#### DROPOUT PERCENTAGE

Senator RUSSELL. What percentage of dropouts do you have now, in your basic training?

Secretary AILES. Quite small. It is in the 1 or 2 percent category. Much smaller than some of the other services.

Senator RUSSELL. Senator Saltonstall.

#### SOURCE OF FUNDS FOR PROGRAM

Senator SALTONSTALL. Mr. Chairman, I have one question.

One thing which has not been brought out, Mr. Ailes, is the funding of this reprogramming matter. Where is your \$3,100,000 coming from?

Secretary AILES. It is all within the MPA and O. & M., A accounts. At least, the great part of it is, I believe. General Taylor knows this better than I do. But we have recently decided to bring to an end the air assault division test. This does not say that the air assault concept has been abandoned at all, but we have decided to bring to an end the air assault division test. We had 15,000 spaces added to the Army for that purpose. As you will recall, we have had them on

board for about a year and a half by now. Our original plan was to carry that full number of spaces right to the end of this fiscal year and then to phase down. This is from 975,000 to—the neighborhood of 960,000—substantial tests have been conducted which were very productive. A decision was made that we should phase down that strength between now and the end of this fiscal year, instead of at the end of the year, which is a substantial saving. The amount of money we will save would substantially exceed the amount that would be required for this fiscal year for this program.

Senator RUSSELL. I am somewhat amazed, Mr. Secretary, that you would reduce the number of highly skilled and trained men in the Army and get funds to put this kind of program into operation.

Secretary AILES. There is a difference between spaces and men. We are not sending anybody out of the Army. What we do is just reduce the input through the draft. You see, every month I have to determine what draft call we require for 3 months ahead. We do that by looking at the number of people we require in the Army estimating how many we think we are going to get by enlistment, how many whose terms of service end are going to reenlist, and we set the draft call. When we phase down in the Army, the only effect of it is to lower the size of the draft calls during that particular period.

Senator RUSSELL. Not only does it do that, but it exchanges a trained man or the Regular Army man for one of these new rehabilitated people.

#### ARMY STRENGTH TO BE INCREASED BY PROGRAM

Secretary AILES. Mr. Chairman, the reason why there is a reprogramming about this program at all is just exactly because we did not want to do that. All of us have felt that this program was a good thing for the Army to do, but we did not want to lower the Army's combat strength to do it. We could have done this program as we have discussed many times, without ever saying anything about it. We could just have gone ahead and done it, but we would have done it within existing Army strength. The reason we came to discuss this with you in the first place was that we felt that we ought to add extra spaces to the Army for this purpose. Congress had not appropriated money for those extra spaces. That is why we considered this a matter that should be discussed with you rather than one we could just go ahead and do. But we are not displacing one individual in the Army, one trained man, for the purpose of bringing in a man under this program.

Senator RUSSELL. You may have been able to initiate this program in your own right, but I think you did a very wise thing to bring it to the attention of this committee. You would have heard a great deal about it from time to time in the hearings on other appropriation items and on other legislation.

Secretary AILES. What I have meant was this. The Marines take people in all these mental categories. The Marines recycle a man in training and keep him in the training center until he is able to pass the test and then he moves on. There is very little difference between what they do and what we are talking about here.

We decided we ought to set this group aside and actually not bring them into the Active Army until they met the test. That is why we



needed the additional space for it. That is what made it a reprogramming matter in the first place.

## PROGRAM PROGRESS REPORTS

Senator RUSSELL. Mr. Secretary, in the event this committee should approve this program, would you be willing to submit periodic reports as to the number you are carrying over, the number you are dropping out, and the reasons for the dropouts?

Secretary AILES. Yes, sir; we would be delighted to do that.

Senator RUSSELL. If the program is adopted, I would like for us to keep up with it and to evaluate it.

Secretary AILES. Further than that, Mr. Chairman, if we go forward with this, we will use some of our people in the human research business, people who study our training methods and work out revisions of them.

We intend to set up a program whereby the men who come into this program can be followed in their subsequent careers. We will be delighted to keep this committee informed on how it works. If it shows that these men are not turning out to be good soldiers, we will have made a terrible mistake.

All of us are confident that these men will do well, really much better than the average. These men will want to reenlist, and we will be delighted to keep the committee fully informed of what those inquiries disclose.

## ARMY STRENGTH TRENDS

Senator RUSSELL. I notice that the 1966 budget, on page 271, indicates that the trend in Army personnel is downward, very considerably downward. For the year ending 1964, you had 972,000; for the year ending 1965, you will have 963,273, including these special trainees. And in 1966 you are going down to 953,000, including what will then be 8,000 or 10,000 trainees.

Secretary AILES. Yes, sir.

Mr. Chairman, that is quite misleading. The relevant figure here is the man-year figure. I would like to point out for a minute what we are doing. I have been worried ever since I have been with the Army about the fact that the number of trained people in the Army goes up and down even though the total strength remains even.

For about the past year we have been varying the size of the Army but trying to keep the trained-strength level. That means that as of a particular time the total number of people in the Army may be quite different from what it was some months before.

If you take a look at the man-years for 1966, fiscal year 1966, you will see that they are very close to the same as the man-years for 1965. That big change in end strength is simply a very short-term dip which occurred in the process of keeping the trained strength of the Army on a level basis.

I say it is quite misleading. The end strength happens to be at the bottom of a dip for internal management reasons which has absolutely nothing to do with the total space allocation to the Army.

## STEP TRAINEES INCLUDED

Senator RUSSELL. Whether or not that is so, the end-strength figure does include 8,000 STEP trainees and whatever military personnel is necessary for you to assign to them for training purposes.

Secretary AILES. These were added. Yes, sir; we have said it will take about 10,000 people to handle the STEP program because we asked for spaces for additional trainers so that we did not divert Regular Army personnel even to this program as trainers.

But, Mr. Chairman, I have a table which I prepared about a week ago on this specific point which leaves the STEP people out of the program. I will be glad to furnish a copy. If you look at the man-years you will see that the Army is staying at a constant strength without STEP and without the air assault division. There is some reduction that principally arises from the fact that we are going to be authorized to move people overseas by air instead of by sea.

I think we will reduce 2,000 spaces for that reason, because we have that much saving. There are two or three minor things like that, but the basic strength aside from STEP remains just about the same.

## POSSIBLE PERSONNEL REDUCTIONS

Senator RUSSELL. I wasn't too much concerned about that. I think personally the Army can stand some reduction but I don't want to exchange trained men for these STEP trainees.

Secretary AILES. No, sir.

Senator RUSSELL. I think that the Army could take a reduction of 50,000 or 60,000 without too great a hardship as we get increased mobility of our forces, and get airlift adequate to move them in hours instead of days, as formerly required.

That statement is premised upon your having an adequate Reserve Force. I do not know if we shall have any Reserve left to fill the spaces vacated by a reduction when we get through with the present consolidation of National Guard and the Reserves.

## SOURCE OF STEP CONCEPT

Mr. Secretary, did this idea originate with you or were you asked by DOD to submit proposals and plans for it?

Secretary AILES. At the very beginning I think that Mr. McNamara asked or raised the question or whether or not we really had too high standards for enlistment in the Army. After some discussion he immediately reached the conclusion that he would rather have us take a look at the question of whether or not we could bring people up to those standards as distinguished from reducing those standards.

Way back in June this matter was raised with me. We worked out the rough outlines of a program and submitted it to the Army staff which studied it in detail. The more we got into it, the more we thought that this was a desirable program from our point of view.

I will say this, that the proposal that you heard discussed today is almost entirely the result of the work done within the Army. The basic question raised with us by Mr. McNamara back in June was whether or not we really should be turning away 30 percent of the youth of the country under our enlistment standards.



After he got into the subject, he began to look at some of those detention barracks figures and some of the skill requirements, and he agreed with us completely that those standards were very desirable.

Senator RUSSELL. I get almost as much scuttlebutt today as I did when I was an apprenticeshipman 40 years ago. By scuttlebutt, I heard that you had submitted two or three programs to the Secretary of Defense, which were rejected, before this one was finally accepted.

Secretary AILES. Some scuttlebutt has some truth in it, sir, but that has absolutely none.

## ORIGINAL PROGRAM SUBMISSION

Senator RUSSELL. You did not submit a program requiring  $3\frac{1}{2}$  years of enlistment?

Secretary AILES. Oh, there have been some quite minor modifications. I don't think we ever—

Senator RUSSELL. Do you consider that a minor modification? We have never had a  $3\frac{1}{2}$ -year enlistment as I recall.

Secretary AILES. That is why we didn't end up with that proposal, sir. I think the first time I studied it, myself, I said I thought we ought to have a  $3\frac{1}{2}$ -year enlistment so that if as much as a half year were required in training we still would get 3 years of duty. But Mr. McNamara didn't make that change, my lawyer did.

Senator RUSSELL. He pointed out there was no legal basis for it.

Secretary AILES. That is right. He said we had to enlist them for 3 or 4 years. We have made all sorts of modifications on this among ourselves. I don't believe that there is any accuracy in the proposition that we have submitted programs which have been rejected in the Office of the Secretary of Defense.

## SELECTION OF TRAINEES

Senator SALTONSTALL. Mr. Chairman, may I ask just one very minor question? Maybe it is a major question.

Assume that there are two boys with the same mentality. One is drafted and the other is not drafted. One is drafted and the other volunteers. Do they both get the same opportunity for training?

Secretary AILES. Senator Saltonstall, the one who is drafted will not have the opportunity to get this training. The man we are to give this training to is the man who wants to volunteer in the Army. If those two boys both came forward, and one volunteered; while the other said, I don't want to come into the Army and he was drafted, the one who volunteered would get this training if he said yes, I would like to volunteer for that specific program, after being told that he could not be enlisted in the Army without doing so.

He would get the training but the draftee would not. Now he might get it under the general educational development program; he might get it at night or on Saturdays and Sundays in his off-duty hours. He might be assigned to it, if we thought, or if his commander thought, the soldier simply could not pull his own oar unless

he got it. But he would not get it in the manner as under the STEP program.

Senator SALTONSTALL. Thank you.

Senator RUSSELL. Senator Allott.

#### TEACHER PROCUREMENT

Senator ALLOTT. I would like to start with Mr. Davis.

Mr. Davis, you made a statement a while ago saying that you hoped to procure properly qualified and certificated teachers, if possible. I question in my mind as to whether or not you can procure certificated teachers for this program?

Mr. DAVIS. Sir, having no experience, I say there is a problem in my mind; yes, sir. On the other hand, the very fact that the program was announced last fall and we had some 70 inquiries about it, and having talked with a number of people recently in my contacts, I find that there is a great deal of interest.

There is a reason for that interest. People in education who have been familiar with the Army's general educational development program, are interested in working in it. We have had very good luck so far in getting certificated teachers for our present classes.

Senator ALLOTT. You say you have no experience and yet you say you have been operating this sort of program since 1951. I think your biography says you did this for the Armed Forces.

Mr. DAVIS. Yes, sir.

Senator ALLOTT. So you do have what amounts to 14 years' experience.

Mr. DAVIS. Yes, sir. For those classes, sir, we have had certificated teachers.

#### TEACHER QUALIFICATION

Senator ALLOTT. Suppose you could not get certificated teachers? You don't propose to put these young men in school with teachers who could not even qualify for a grade school in most of the States of the Union, do you?

Mr. DAVIS. No, sir. In the way of instructors we would take those individuals who did not have a State certificate, provide instruction in methods, in techniques of instruction of adult students—they have the academic background—to provide training in instructional methods.

Senator ALLOTT. You do not intend, if you could not otherwise procure certificated teachers, to take those who are not certificated without the proper educational background and then train them?

Mr. DAVIS. They have the academic background.

Senator ALLOTT. I said the proper educational backgrounds.

Mr. DAVIS. And they have not the techniques of instruction. In fact, Mr. Allott, even the teachers that we get today who are certificated, in working with these men we have provided methods of instruction courses so that they understand better how to work with them.

Senator ALLOTT. I am concerned about this. These people probably require a higher level of ability than even the average person in the grade school. I would hate to see any people get into this program who were not qualified.



## ENLISTMENT AND DRAFT REJECTION PERCENTAGES COMPARED

Now, Mr. Secretary, looking at your statement, and referring to page 2, it turns out that of your volunteers, 38 percent are rejected.

Secretary AILES. Yes, sir.

Senator ALLOTT. Or else I can't use my long division anymore. Is that correct?

Secretary AILES. I would say that is probably right.

Senator ALLOTT. This compared with roughly 48 percent of those in the selective service who are rejected.

Secretary AILES. It must be a much higher figure than that, sir. The total number of draft registrants who are rejected?

Senator ALLOTT. Yes.

Secretary AILES. I think it is higher than that.

Senator ALLOTT. My recollection may be hazy but it is my recollection that General Hershey gave us a much lower figure last year when he testified before the Independent Offices Subcommittee than we had had in previous years.

I think it ran around 60 percent before. The figure that sticks in my mind is that more than one out of two are rejected for the draft when you include the medical.

You say, only 10 percent of the people are to be below category 10, or maybe 20 percent below 21, which is our mental standard for induction. At any rate, 38 percent of your volunteers are rejected.

Secretary AILES. That would be true, sir.

Senator ALLOTT. According to the figures you have.

Secretary AILES. That is, they are rejected at the recruiting station. Correction, they are rejected after the test. There are some that are rejected even before that.

Senator ALLOTT. I am using your figures. You say 181,000 young men volunteered. You say 69,900 were rejected. That is 38 percent.

Secretary AILES. Yes, sir. My only point was that there are some men whom recruiters don't even test. There has been some slight screening before you get to the 181,000, although not very much.

## MORAL STANDARDS REJECTION

Senator ALLOTT. Now 700 failed because they could not meet moral standards or because they lacked both mental and physical qualifications. Of these 700, what percentage were rejected for moral grounds alone?

Secretary AILES. I can't give you that figure. I will be glad to supply it, sir.

(The information referred to follows:)

Rejection of applicants for enlistment in fiscal year 1964:

Moral.....	200
Mental and medical.....	500
Total.....	700

Senator ALLOTT. What is the nature of the moral grounds on which they would be rejected?

Secretary AILES. Conviction of a felony. I have the regulations here. I can dig it out in a second.

Senator ALLOTT. Will you put that in the record, Mr. Secretary?

Secretary AILES. Yes, sir. An applicant having frequent difficulties with the law-enforcement agencies, or criminal tendencies, or one who manifests antisocial behavior, alcoholism, drug addiction, sexual misconduct, or questionable moral and character traits which render him unfit to associate with other men is unacceptable.

But I will put the specific regulations in the record.

(The regulations referred to follow:)

AR 601-201

## Section II. ELIGIBILITY CRITERIA AND PERIODS OF ENLISTMENT AND REENLISTMENT

9. Classes ineligible to enlist or reenlist unless waiver is granted. *a. Applicants having any time lost under AW 107, Subsection 6(a), Appendix 2b MCM 1951, or the Act of 24 July 1956, Public Law 780, 84th Congress, 70 Stat. 631, or 10 U.S.C. 972.*

(1) Prior service men who had time lost during their last period of active service or current period if in service.

(2) Prior service women who have 1 but not more than 30 days time lost during their last period of active service, or current period if in-service.

*b. Persons receiving disability pension or compensation.*

*c. Women who have a juvenile or youthful offender record.*

*d. Men with record of civil offense.* Only those offenses committed subsequent to the last period of honorable active service are considered disqualifying for prior servicemen, unless an offense is revealed of which the Army had no previous knowledge. Included among the offenses for which a waiver must be requested are the following:

(1) Conviction or imprisonment and the applicant has been unconditionally released from all forms of civil control for a minimum period of 6 months.

(2) Juvenile and youthful offender records.

(3) Minor offenses. These offenses include drunkenness, vagrancy, truancy, peace disturbance, or other minor offenses for which no civil restraint exists.

*e. Persons last separated under the following conditions:*

(1) Men last separated from the Army or Army Air Corps (not United States Air Force) under the provisions of AR 615-364 or AR 635-204; AR 615-366 or AR 635-206; paragraph 4 *a* and *b*, 5 or 6, AR 615-367 or AR 635-220; AR 615-368 or AR 635-208; and AR 615-369 or AR 635-209.

(2) Applicants whose DD Form 214 (Armed Forces of the United States Report of Transfer or Discharge) contains the notation "EM does not meet prescribed standards for retention", "adjudged a youthful offender", or "AFR 39-14 and letter AFPMP-4h, 20 March 1950, subject: Discharge of Physically Disqualified Airmen for Convenience of the Government", "Barred from reenlistment, paragraph 8c, AR 635-200".

(3) Applicants whose DD Form 214 includes the following notation "Para. 11, SR 615-105-1 applies"; "Para. 9 or 20, AR 615-120 applies"; or, "Para. 9, AR 601-210 applies."

(4) Applicants who were last discharged by reason of hardship or dependency. Discharge for hardship or dependency from other Armed Forces is governed by the following regulations: Navy, C-10308 or D-9108 Bu Pers Manual; Marine Corps, paragraph 10273, MCM 1949 or Art. 3-17; Air Force, AFR 39-13; and Coast Guard, Art. 586(1), C.G. Regulations.

(5) Women who are members of reserve currently on active duty and those who have been separated from the Regular Army for more than 90 days regardless of the type of separation.

(6) Any former enlisted member of the Regular Army who last served on active duty as a reserve commissioned or warrant officer of the Army, or who was discharged as an enlisted member to accept a temporary appointment as a commissioned or warrant officer of the Army, whose officer or warrant officer service was terminated by a general discharge.

(7) Former commissioned or warrant officers last separated either as a direct result of trial by courts-martial, reclassification and/or elimination proceedings or by resignation in lieu thereof, and those separated under the provisions of AR 635-105A, AR 605-200, AR 605-275, or AR 635-120.



(8) Former Regular Army commissioned and warrant officers regardless of the conditions under which separated.

(9) Applicants last discharged from the Marine Corps under the provisions of paragraph 1027(1)g, MCM 1949.

(10) Applicants last separated from the Air Force whose DD Form 214 contains the notation "RE-2." (Those containing the notation "RE-3" but ineligible to enlist or reenlist in the USAF for "91 days" or "93 days" may be enlisted in the Regular Army provided otherwise qualified.)

(11) Women in service who become the parent by adoption, the step-parent, foster parent, or custodian of a child under 18 years of age.

*f. Persons eligible for retirement.* Personnel who have completed 30 years active Federal service or who are 55 years of age and over with 20 or more years of completed active Federal service.

*g. Personnel otherwise not fully qualified for reenlistment.* Personnel found not fully qualified for reenlistment for reasons other than enumerated in this paragraph and paragraph 10, but are deemed exceptionally worthy and further retention is deemed to be a distinct benefit to the Regular Army.

*h. Former Korean prisoner of war.* Any former Korean prisoner of war who has not been in service since the period in which he was in a prisoner of war status. Any applicant who has served on active duty during the period 25 June 1950 through 27 July 1953, and has not subsequently enlisted or reenlisted in the Regular Army, will be queried to ascertain whether he is a former Korean prisoner of war.

*i. Applicants who cannot acquire the minimum active Federal service to qualify for retirement at age 60 unless entitled by law to enlist or reenlist.*

*j. Personnel who last served in another service.* All personnel, including members of Reserve components presently serving on active duty, who last served in another service in either enlisted or officer status will not be enlisted in the Regular Army without prior approval of the Department of the Army. The name, grade, service number, branch of service, and dates of last period of active service of individuals who last served in another service will, provided he meets requirements for enlistment in the Regular Army, be forwarded to Chief, Enlistment Eligibility Activity, 9700 Page Boulevard, St. Louis, Mo. 63132, requesting authority to enlist the individual.

*k. A woman on active duty who initially enlisted prior to 9 April 1957 and who had an illegitimate pregnancy prior to initial enlistment, providing her active service has been honorable, and she is recommended for reenlistment by her immediate unit commander.* Eligibility for reenlistment previously established will continue in effect for subsequent reenlistments, provided otherwise qualified.

10. Classes ineligible to enlist or reenlist—no waivers granted. The following classes of personnel are ineligible to enlist or reenlist and requests for waivers of these disqualifications will not be initiated:

*a. Persons convicted of felonies.* For this purpose, a felony is defined as a conviction of an offense of a civil nature for which the maximum punishment imposed under the UCMJ, the U.S. Code, or the code for the District of Columbia, whichever prescribes the lesser punishment is death or confinement in excess of 1 year. For prior service men, only those offenses committed subsequent to their last period of honorable active military service are disqualifying unless an offense is revealed of which the Army has no prior knowledge.

*b. Applicants against whom criminal charges are pending.* Persons who have criminal charges filed and pending against them alleging a violation of State, Federal, or territorial statute. Included in this category are persons who are released from the custody or restraint of a court under procedures which on the face thereof do not appear to dispose of the charges finally (e.g., release following a plea of any type to the court (including plea of guilty or nolo contendere); release on probation without a verdict; release on a person's own recognizance; release following charges that are placed on file; or any similar disposition, without regard to the technical name therefor, which indicates that the person may remain subject to further judicial proceedings in connection with the charges), unless the official chiefly responsible for prosecution of the charges (e.g., District Attorney, the judge of the court involved, or a higher official of the jurisdiction concerned having responsibilities in connection with the case), submits a signed statement to the effect that under the laws of the jurisdiction the applicant is not subject to further restraint, custody, control, or prosecution by the authorities thereof by virtue of the disposition

of the charges against the applicant. Also included in this category are persons who, as an alternative to further prosecution, indictment, trial, or incarceration in connection with the charges, or to further proceedings relating to adjudication as a youthful offender or juvenile delinquent, *are granted a release from the charges at any stage of the court proceedings on the condition that they will apply for or be accepted for enlistment in the Regular Army.*

c. *Parolees.* Persons on parole, probation, or suspended sentence from any civil court.

d. *Insane or intoxicated persons.*

e. *Applicants having venereal disease or a history of venereal disease.* Men who are not acceptable for military service pursuant to provisions of AR 40-501, and women who have a history of any venereal disease.

f. *Persons unable to produce written evidence of prior service.* These individuals are ineligible until such service has been verified.

g. *Persons who have an application for retirement pending.* Those receiving retired, retirement, or retainer pay from any of the Armed Forces for disability, length of service, or other reason. This prohibition is not applicable to reservists who are members of the Retired Reserve and are not receiving retired, retirement, or retainer pay.

h. *Persons who have received severance pay.*

i. *Selective Service registrants.* Selective Service registrants who have received orders from their local boards to report for induction and those registrants currently classified into Class 1-A-O, 1-O-Y, and IV-F.

j. *Conscientious objectors.* The enlistment or reenlistment of men who indicate in any form whatsoever a conscientious objection to the bearing of arms is not authorized. This includes inductees in service whose DD Form 47 (Record of Induction) shows a classification of 1-A-O at the time of induction, and personnel otherwise eligible to enlist for 2 years under the UMT&S Act (para. 11). Personnel who have previously been classified as conscientious objectors may become eligible for enlistment or reenlistment upon removal of such classification in the manner prescribed in AR 614-260.

k. *Applicants whose enlistment or reenlistment would not be clearly consistent with the interests of national security or who refuse to sign the Armed Forces Security Questionnaire (DD Form 98) and/or Statement of Personal History (DD Form 398).*

(1) In the case of former service personnel whose records reflect a previous separation under security regulations or whose reports of separation contain a reference to this paragraph, it will be presumed that enlistment or reenlistment would not be clearly consistent with national security, unless there has been a subsequent determination by Department of the Army that the individual has been found to be acceptable.

(2) In the case of applicants who refuse to sign the Armed Force Security Questionnaire and/or Statement of Personal History, or who sign the Armed Forces Security Questionnaire and/or Statement of Personal History but claim Federal Constitutional privilege under the 5th Amendment or Article 31, Uniform Code of Military Justice, or who decline to furnish the requested information for other reasons, it will be presumed that enlistment or reenlistment would not be clearly consistent with national security, unless a determination in favor of acceptance has been made under AR 604-10.

l. *Enlisted persons with prior Army service who signed a statement of intent to reenlist subsequent to 1 November 1963, received services based on the statement, i.e., any transportation for dependents, movement of household goods and/or auto, then at Expiration of Term of Service (ETS), declined to reenlist.*

m. *Women.* Women of the following classes are ineligible:

(1) Married, unless they have prior Army service.

(2) Those who have been convicted by a civil court of any offense other than a minor traffic violation or juvenile or youthful offense.

(3) Those who have in excess of 30 days time lost during their last period of service or current period if in service.

(4) Those discharged under the provisions of AR 635-208 or AR 635-209.

(5) Those who have had an illegitimate pregnancy, except as indicated in paragraph 9k.

(6) Women with or without prior service applying from civilian life who have any legal or other responsibility for the custody, control, care, maintenance or support of a child, step-child, or foster child under 18 years of age.



*n. Personnel separated from their last period of active service under the conditions indicated below are ineligible to enlist or reenlist and request for waiver of disqualifications under applicable directives will not be initiated.*

## REASON

Physically disqualified upon order to active duty.

Military Personnel Security Program.

Physical disability with entitlement to receive disability severance pay.

Released from EAD by reason of physical disability \* \* \* and revert to inactive status for the purpose of retirement under the provisions of Title 10, U.S.C. Sections 1331-1337, in lieu of discharge with entitlement to receive disability severance pay.

Physical disability resulting from intentional \* \* \* misconduct or willful neglect or incurred during period of unauthorized absence. Not entitled to severance pay.

Physical disability—EPTS—established by physical evaluation board proceedings (not entitled to severance pay).

Conscientious Objector.

Physical disability—EPTS—established by medical board and individual made application for discharge by reason of physical disability (not entitled to receive disability severance pay).

Discharge as a result of board action (class II homosexual).

Acceptance of discharge (class II homosexual).

Desertion (courts-martial).

Other than desertion (courts-martial).

Alien without legal residence in the United States.

Homosexual tendencies (discharge for unsuitability \* \* \* pursuant to recommendation of a board of officers, convened under provisions of AR 635-89).

Marriage (WAC) (only in cases where paragraph 9, does not apply).

Pregnancy.

Parenthood.

Permanently retired by reason of physical disability.

Retirement after 20 but less than 30 years' active Federal service.

Retirement after 30 years' active Federal service.

Retirement in lieu of discharge under AR 635-89 (homosexuality).

## o. All Armed Forces.

(1) Men last separated from the Navy, Marine Corps, Air Force, or Coast Guard, either active or inactive, with other than an honorable or general discharge.

(2) Women last separated from any of the Armed Forces, either active or inactive, with a general or other than honorable discharge.

(3) Personnel last separated from any of the Armed Forces for other reasons similar to those listed herein for whom a subsequent enlistment or reenlistment in the Regular Army would not be in the best interest of the service.

(4) Personnel whose last report of separation from their former service indicates that they are ineligible for reenlistment in that service for any cause other than time lost. This disqualification also applies to former Navy personnel discharged after 1 August 1947 and former Marine Corps personnel discharged after 30 April 1954 (except 6-month reservists released subsequent to 1 July 1956) whose last report of separation does not contain the remark "Recommended for Reenlistment," unless the applicant submits an official statement from his former service to the effect that the required remark was omitted from his separation form through administrative error. This paragraph will not apply to persons last separated under honorable conditions by reason of physical disability.

## STATEMENT BREAKDOWN

Senator ALLOTT. Included in this same 700 are those who fail not only the mental but also the physical qualifications.

Secretary AILES. That is right.

Senator ALLOTT. What are the rest of them, the 62 percent, what are they rejected for?

Secretary AILES. That chart that faces that page of my statement breaks them down.

Senator ALLOTT. On that chart you have medical 12,600.

Secretary AILES. That is true. Then mental is 56,600.

Senator ALLOTT. 56,600. Is that where you arrive at the figures for your program here?

Secretary AILES. Yes, sir. You start there and then you move over one column. Of those rejected for medical reasons, only 900 have deficiencies which we think are correctible within 6 months.

The others have much more serious difficulties that we can't do anything about in that period of time.

#### LENGTH OF STEP TRAINING PROGRAM

Sentor ALLOTT. Now do I understand that your STEP program embraces possible service for an individual, first of all for 14 weeks, then 2 weeks for leave, which makes 16 weeks, then 3 weeks possible more training, which makes 19 weeks, and then a possible 5 weeks at the very end, making a total of 24 weeks.

Secretary AILES. That is right.

Senator ALLOTT. Or 6 months.

Secretary AILES. That is right.

Sentor ALLOTT. For the entire program.

Secretary AILES. Yes, sir. We would anticipate that the great bulk of the men would get out much faster than that because if they can pass the test at the end of the 14 weeks, they would move on to advanced individual training, perhaps at another training center, as a Regular Army enlistee at that point.

Senator ALLOTT. I would be very much surprised if your figures are not extremely optimistic.

Secretary AILES. I would like to point out—I am sure you noticed that chart that Mr. Tilton Davis had here about the advances that have been made under the GED program. An interesting point is to compare the number of hours of instruction they would get in the 14 weeks with the charts.

Your second chart, Mr. Davis, represented 400 hours.

Mr. DAVIS. Yes, sir.

Secretary AILES. How much will they get in 14 weeks under this program?

Mr. DAVIS. 280 hours under this program whereas the first chart shows 210 hours.

Secretary AILES. The advance he showed on the 210 hours chart resulted from less than the amount of instruction they will get during this 14-week period. There was really some substantial improvement in those men after that amount of instruction.

Senator ALLOTT. In order that the record may be clear I have procured the statement of General Hershey last year for the present budget, 1965 budget, in which he says it adds up to somewhere around



52 percent that is lost by examination and about half of them are mental; most of the rest of them are physical.

That is all I have, Mr. Chairman.

Senator RUSSELL. Thank you very much, Mr. Secretary and General Abrams, General Ramsey, General Taylor, and Mr. Davis, for your appearance here and for informing us in so much detail about this program.

EXECUTIVE SESSION

We have some classified matters which the committee will hear this afternoon at 2 o'clock.

This concludes the opening hearing. We shall have an executive session at 2 o'clock this afternoon on the classified items.

Secretary AILES. Thank you very much, Mr. Chairman.

(Whereupon, at 12:15 p.m., Wednesday, January 25, 1965, the subcommittee recessed to reconvene at 2 p.m., in executive session.)



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1850



